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ABSTRACT

Presentations and prepared statements, letters, and supplemental material recorded at 15 Congressional hearings are contained in this document. The purpose of the hearings was to review the school lunch and school breakfast programs and see that these programs function as Congress intended. Statements are recorded from school principals, nurses, nutritionists, food service directors, students, public health officials, and others closely involved with these programs. Topics discussed in the document include food nutritional quality, summer feeding program, percentages of children actually participating in the program in different school districts, amount of plate waste and measures taken to reduce this, and procedures to prevent identification of students receiving the free or reduced rate lunch. Also discussed were the status and problems involved with the Kentucky WIC program, the women, infants, and children supplemental foods program. The program provides selected nutritious foods for pregnant and post-partum women, infants, and children under five years of age, who are found to be in need of these foods to improve their health status. (MLF)

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OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

SECOND SESSION

HEARINGS HELD IN ASHLAND, KY., ON FEBRUARY 20, 1976;
WASHINGTON, D.C., JUNE 17, 24, 30, JULY 22, 1976; HIALEAH,
FLA., JULY 24, 1976; WASHINGTON, D.C., AUGUST 2, 9, 25,
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CARL D. PERKINS, *Chairman*

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OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

FRIDAY, FEBRUARY 20, 1976

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education
of the Committee on Education and Labor,
Ashland, Ky.

The subcommittee met at 9 a.m., pursuant to notice, at Paul Blazer High School, Ashland, Ky., Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Simon, Hall and Quie.

Staff present: John F. Jennings, majority counsel; and Richard H. Mosse, assistant minority counsel.

Chairman **Perkins**. The committee will be in order.

Let me say that I am delighted to be in this distinguished community where so many distinguished American citizens live. It is the largest community in the congressional district that I am privileged to represent. Naturally, I wish that I could get here more often.

First I want to introduce, on my right, Governor Simon, former Lieutenant Governor of Illinois, who is presently serving on the House Committee on Education and Labor, and one of our great committee members.

On my immediate left is Congressman Tim Hall, who is also from Illinois, and another great member of the Committee on Education and Labor.

Congressman Quie, the ranking minority member from the State of Minnesota—you see that this is not political—will be here. He could not get out of Washington last night.

He will be in this morning at 11 a.m., and he will be with us for the remainder of the day.

I am delighted to say hello to all that are here. Your testimony will be of tremendous assistance to the Committee.

Our real purpose in being here today is to review the school lunch program, just to see how it is operating. It is the largest feeding program of its type in the world. We are presently spending some $2.10 billion annually, and naturally we want to see that the Government gets value received. We want to see that the program functions in the elementary and secondary schools, and in the day care centers, and in the senior citizens communities, just the way that the Congress intended that the program should function.

A year ago, we held some 15 to 20 days of hearings throughout the country, mostly in Washington. We revised the act.

To make a little comparison, 10 years ago we only had about 15 million people participating in this program. Today we have better than 26 million people. We only had a couple of million people receiving free and reduced lunches 3 years ago. Today we have like 12 to 14 million people receiving free and reduced lunches.

It has been my idea, all along, that we should never deprive the student out of the school lunch, because if we do, the youngsters are going to hamburger stands, or run to a nearby drug store and get a soft drink and a candy bar, and not have the advantage of a nourishing meal.

We have developed the breakfast program, since I became chairman of this committee, which was unheard of 10 years ago. We have made a permanent program out of it, and we have presently better than 2 million children, who have crept along the side of the road before daylight in many communities in this congressional district, that go on into their schools and receive a breakfast and are able to do very efficient work.

If you take a child out of his bed, and bus him 20 to 25 miles at 5:30 or 6 o'clock, they don't feel like eating breakfast. By the time they get to school, after they have stood beside the road, which is true in many instances in this district, they are ready for their breakfast.

I noticed at the L.B.J. School, 3 years ago, even before daylight, they were dropping youngsters off. I went into the school just to see what was taking place, and most of the youngsters were there enjoying the school breakfast program. I decided that we needed to make that program permanent, and we did make that program permanent.

The summer feeding program was unheard of a few years ago, and we have now made that program permanent. We take care of about 4 million youngsters that need food during the summer. Likewise in the day care centers. I think that we are doing a marvelous job in feeding the senior citizens.

Now there has been a lot of complaints as to the way the programs function. We are here to review the programs. Within a year or so, we hope to revise and strengthen the programs again, by cutting out the weaknesses. That is the reason we are here today, seeking your advice, and have scheduled all the witnesses.

I want to call on Governor Simon, on my right, to say a word, and then Congressman Hall, since they have been so kind to come to my district. Governor Simon has served in the State Legislature, and he has written a book about the life of President Lincoln. Governor Simon is a great writer, and a great member of this committee.

I would like to call on Congressman Simon, if he would like to make a remark at this time.

Mr. SIMON. Thank you very much, Mr. Chairman.

Chairman PERKINS. I want to say that Congressman Simon was very active in helping to write the school lunch program, just like Congressman Quie and Congressman Hall.

Go ahead, Mr. Simon.

Mr. SIMON. Before I leave, I want someone to tell me who Paul G. Blazer was or is.

I want to express my appreciation to those who are here, and who have indicated a willingness to come and testify, the students who are here finding out how the hearing goes, and how we go about getting information for making laws.

I want to add one other thing, because we are in eastern Kentucky, and that is: All of us on the Education and Labor Committee consider ourselves very lucky to serve under the leadership of Carl Perkins.

There is no question that in these United States he is one of the two most influential voices in forum of education and labor. I respect him, and I consider it a real honor to serve with him.

I would add one other thing. We have become well educated in the problems and potentials of eastern Kentucky. Whenever we get to the point where we are not sure where we are going to go on something, Carl Perkins says: "Now, in eastern Kentucky . . ." Then he starts off, and we know that we are going to go however it goes best for eastern Kentucky on that particular legislation, whether it is education, black lung, or whatever it is.

So we feel that we are very much at home. My district happens to border Kentucky. I am from southern Illinois. I don't know eastern Kentucky that well personally, but I feel very much at home here having heard that much about eastern Kentucky from Carl Perkins. It is a pleasure to be here.

Chairman PERKINS. Let me first tell you, Governor Simon, before Mr. Hall makes his remarks, who Paul G. Blazer happens to be.

Paul Blazer, in my way of thinking was a genius in more ways than one. He started the Ashland Oil Co. He started the company from scratch, and built it to one of the Nation's 100 companies.

He has contributed so much to this community that the school was named after this great gentleman.

He died in 1966 or 1967, after he had built, as I stated, a corporation that hired thousands and thousands of people. More than other industries, it caused this community to expand and grow, and become, perhaps, one of the greatest industrial counties in the State of Kentucky. He was a great individual.

Mr. Hall?

Mr. HALL. Thank you, Mr. Chairman.

Like Congressman Simon, I, too, am very proud to be here with you. I don't know that I could add much to what Congressman Simon has said about the outstanding chairman from Kentucky. I have never heard any testimony before the Education and Labor Committee that pertained to a problem that Carl Perkins could not draw some analogy or anecdote that this type of problem had existed in some shape or form in Kentucky. So he is up on it.

I would say that in my short tenure, I doubt that the Congress of the United States has ever had a Member in the Congress who was as concerned about the direction of education, students and school children of this country as this chairman. I hope you all realize what you have.

Thank you.

Chairman PERKINS. Thank you, gentlemen, for your remarks.

Our first witness today is the director of the division of school lunch in Kentucky. Mr. Bevins, you come around. You have with you a couple of directors of food services, one from the State of West

Virginia, and one from the division of food distribution of the Department of Agriculture in Kentucky.

You may proceed, Mr. Bevins. Then, we will introduce the lady from West Virginia, and we will let the gentleman from the Department of Agriculture speak last.

Please don't hesitate to criticize this program. We are not here to hear this program flattered. We want to know if we are not obtaining the results that we should be obtaining, and whether the Federal regulations and the new amendments that we have made are good, and whether Washington is holding back your reimbursement money. Tell us about some of those things.

Mr. BEVINS. Thank you, Mr. Chairman, and members of the committee.

I have a prepared statement, but I am going to divert from that statement.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record. Just go ahead and depart from it, and summarize it.

[Prepared statement of C. E. Bevins follows:]

PREPARED STATEMENT OF C. E. BEVINS, DIRECTOR, DIVISION OF SCHOOL LUNCH, KENTUCKY

Mr. Chairman, Members of the House Subcommittee on Elementary, Secondary, and Vocational Education, Ladies and Gentlemen. It is both a personal pleasure and a special privilege for me to appear before this Subcommittee to express my feelings toward the School Food Service Program, especially the Kentucky version to which I have devoted considerable time during the past 21 years.

In Kentucky, the Division of School Food Services of the Kentucky Department of Education sponsors all phases of the School Food Service Program except that portion identified as the Commodity Program and that portion assigned to the Department of Human Resources involving the sanitation check list. The staff of the Kentucky Division of School Food Services works closely with sponsors of child care programs including the summer program and assists with the operation of the Special Milk Program in summer camps. The greatest thrust, however, is in improving the school lunch portion of the total program. All Kentuckians associated with the food service are proud of the Kentucky School Food Service Program, and it is my personal feeling that Kentucky has one of the best programs in the nation.

One of the major contributions to the success of the Kentucky program has been the fact that a sound philosophy concerning what we are doing was developed early in its life. As a rule, where a justifiable philosophy is adopted all services to boys and girls gradually improve. On the other hand, one of the greatest faults of any group is the failure to adopt a justifiable philosophy so as to explain what they are actually trying to do.

Permit me to elaborate briefly upon the Kentucky philosophy of food service. This begins with the question, "What is the purpose of schools?" When this is answered by saying, "Schools are to provide a climate and activities to permit boys and girls to grow and develop in all aspects so that eventually they will be able to take over the affairs of the day." Another bit of philosophy involves the question, "How can this be done?" And a logical answer is, "By recognizing the needs of boys and girls and setting about to meet those needs."

Needs of boys and girls according to the Kentucky philosophy are categorized under three headings and in this order of importance. The first and most important group of needs is identified as the physical needs. This includes sound teeth, adequate eyesight, adequate hearing, food, exercise, sleep, safe water, adequate toilet facilities, heat, light, clothing, and so on. The second most important need according to the Kentucky philosophy is TLC—tender loving care. Before identifying the third need, it would be appropriate to say that children coming from homes where the physical needs are not met to a school where the same negative attitude exist toward these needs and from a home where TLC is absent to a school where TLC is not considered to be important, then those boys and girls will have a difficult time meeting the third basic need; namely, the three R's—reading, writing, 'rithmetic.

It should be noted here that the Kentucky philosophy involving school food services does not consider the school food service activities as the most important activities in the lives of children. Nor is it said that providing food is someone else's responsibility and should be left completely out of the school. It is well to point out that boys and girls grow and develop as a result of the "meshing of gears" of all activities found in the school and the complete cooperation of all adults who have any part to play in the total school activities.

The lunch program has certainly undergone many changes since its inception. In Kentucky, attempts have been made to provide wholesome food and to exclude the so-called miscellaneous foods with the thought in mind that if a desirable lunch is available, there is no need for other items. Of course, some will say that money-making activities are very helpful, but since when did school officials assume a money-making role. An attempt has been made to provide an adequate lunch to all boys and girls whether they attend school in a remote one-room school or a large, consolidated school in a metropolitan area. Various and sundry methods of adjusting the rates of reimbursement have been made with the result that lunches were made available to an ever-increasing number of pupils. During the past few years, still another innovation—that of the smorgasbord type of service has been tried in many secondary and middle schools. This is a procedure whereby pupils serve themselves from several choices of each item of food. As a rule, three meat items, five fruits and vegetables, several kinds of milk, as well as hot and cold breads are made available. This procedure is monitored to insure a Type-A meal, but as a rule the meal taken under the smorgasbord arrangement usually includes much more than the basic requirement.

The Breakfast Program in Kentucky schools is a wonderful opportunity for pupils who do not have breakfast at home to have something to eat at the beginning of the schoolday. Only the "minds of men" prevent all such boys and girls from having breakfast at school in Kentucky. Generally speaking, the Breakfast Program is not designed to replace the home in this activity, but merely to provide a breakfast for those who come to school needing this meal.

The Special Milk Program has also been a wonderful opportunity for many boys and girls who normally do not have adequate milk to enjoy an extra serving of milk at school at a bargain price.

For all the support given to Kentucky in the School Food Service Program, we Kentuckians are most grateful. It is common knowledge that the financial contribution to the states has not come easy and it is further felt that difficulties will continue to be faced today and in the future. Kentuckians from all corners of the state and from both major political parties are extremely proud of you, Mr. Chairman, and recognize you as a leader in Congress upholding the basic belief that the name of the game is service to people. We wish you continued success in your efforts to meet challenges which appear before you.

Nowhere in Kentucky is there an attempt to put coin boxes on school busses and require a quarter or a free-rider ticket to be used for a pupil to receive a bus ride to school. Neither do we place coin boxes on the doors of the restrooms in order to obtain money to pay for the water used and to provide for clean-up services. Yet, in the food service program we continue to labor under the daily payment requirement and spend endless hours of labor and many unnecessary dollars in maintaining the system of daily payment or certifying for free or reduced price meals. It is the feeling of most school officials as well as laymen in Kentucky that the food service program should be another of the activities continued under the auspices of the Foundation Program and supported jointly by the finances from both the state as well as the federal governments.

Actually the taxpayer who has children in school is the one who is now paying the state's portion on a daily installment basis while the federal government continues to make generous appropriations as its share of the financial support of this activity. It is a personal recommendation that Congress should create a situation whereby each state would have to increase the state appropriation to the point where the federal appropriation is matched. With the expertise and the financial ability of Congress, this could very soon result in a program where there is no daily charge to pupils for any food service and that the entire activity could be supported on a 50–50 basis and on a yearly budget. Eventually the situation could be further amended so that Kentucky could take over at least 75% of the total cost of conducting the food service program and conducted as a facet of the Foundation Program.

The State Plan of Operation provision which has been with us for several years has grown to become a monstrosity. This surely was not the intention of Congress and probably Congress is not aware of such growth. It is my recommendation that this feature of the program be deleted and a philosophy requirement be substituted for the State Plan.

Still another feature of the food service program as designed by Congress is that of the sale of miscellaneous foods. There is no way to avoid competition when such is permitted. It is my recommendation that the School Lunch Act be amended to provide for reimbursement payments only when miscellaneous foods are completely eliminated.

The Kentucky attitude can be partially summarized by the following statements:

1. Kentucky has a commendable program of school food services to pupils.
2. A philosophy of school food services is very important in the growth of such a program.
3. The smorgasbord method of serving with a variety of foods available will better meet the needs of middle school and secondary school pupils.
4. The smorgasbord cost is not prohibitive and where tried has certainly reduced the plate waste.
5. The breakfast program should be continued, but designed to meet the needs of only those pupils who do not have breakfast at home.
6. The universal program should be included in the plans for the future and changes made on a gradual basis so that such can be achieved without a great deal of fanfare.
7. The State Plan of Operation should be deleted from the School Lunch Act and a statement of philosophy be included. (Even the USDA should be required to announce its philosophy.)
8. Miscellaneous foods should be completely eliminated in schools where reimbursement payments are received.

Thank you once again for the opportunity to share these thoughts with you.

C. E. Bevins.

DETAILS OF FINANCIAL ACCOUNTING FOR UNIVERSAL SCHOOL FOOD SERVICES

I. Appropriation of funds by Congress and State legislatures.

II. Initial fund requirement of States determined as follows: State ADA times computed cost of school food services on a per capita basis times number of days of operation equals initial allocation.

Example.—800,000 pupils times 80 cents (60 cents lunch, 15 cents breakfast, 5 cents extra milk) times 170 days equals $108,800,000.

III. Determine source of funds (Federal, State, local):

Federal: 75 percent of $108,800,000	$81, 600, 000
State: 20 percent of 108,800,000	21, 760, 000
Local: 5 percent of 108,800,000	5, 440, 000
Total	108, 800, 000

IV. Initial fund requirement of A district determined as follows:

District ADA times computed cost of food services times number of days of operation equals initial district allocation.

Example.—Franklin County 5,700 pupils times 75 cents times 175 days equals $748,125.

V. Revised fund requirement of A district determined as follows:

Disrtict ADP times computed cost of food services times days of operation equals revised district allocation.

Example.—Franklin County:

Lunch ADP (70 percent of 5,700 times 55 cents)	$2,194. 50
Breakfast ADP (30 percent of 5,700 times 15 cents)	256. 50
Milk (20 percent of 5,700 times 5 cents)	57. 00
Total	2, 508

$2,508 times 174 days equals $436,392

VI. Payment schedule (to district) from State treasury:

August 30. 25 percent of initial allocation:

Example.—Franklin County—25 percent of $748,000 equals $187,031.

January 1st. Initial allocation less revised allocation less August 30th payment equal amount remaining to be paid district.

Example.—Franklin County—$748,125 less $436,392 less $187,031 equals $124,702.

June 30th. Make additional payment to district based on: Increased ADP, labor cost, food cost, equipment cost, or recover overpayment to district based on decreased ADP, labor cost, food cost, equipment budget.

STATEMENT OF C. E. BEVINS, DIRECTOR, DIVISION OF SCHOOL LUNCH, KENTUCKY

Mr. BEVINS. Since the statement was developed several days ago, we, in Kentucky, are very proud of the food service program that we have, and we know that without the help of Congress, this could never have been accomplished.

We are one of the States that works with all phases of the school food service program. We don't eliminate any of it. Our general assembly and the State Department of Education have been very kind to us in permitting us to do what we are doing.

The food service program in Kentucky has grown gradually, so that not only the number of boys and girls that we are reaching, but the quality of the food that we are providing is ever increasing in degree of acceptability.

The different programs that we have are designed, as we feel, to meet the needs of the boys and girls. Through the cooperation of the Congress, and through the cooperation of all the people in Kentucky, who are dealing with this program, we are able to go forward.

Many times, there is the feeling that the finances are not as much as they need to be. That could be so, but for all practical purposes, I think that the people in the State of Kentucky are doing about as much with the funds as they have, as is possible.

Of course, we could always use a little more money here and there for new equipment, or for added personnel to meet our needs, or to do the supervision. Suffice it to say that we are doing about as much as we possibly can.

The cooperation of our people is a wonderful thing, especially when they understand the place of some of these programs in the lives of boys and girls, and the value of these programs, and what they are doing.

One of the finest things that has happened to us is our ability to establish the philosophy of school food services and why it is important, and to live by that. When we do this, then there can be no doubt but what we will continue to go forward.

The breakfast program in Kentucky is one that we are extremely proud of. This program is not designed to do away with the function of the home, but to meet the needs of boys and girls, and this we are doing.

We are proud of the program of expansion that we are embarking upon due to the fact that Congress has indicated that this should be done now, and that this is a permanent program.

From the negative point of view, one of the things that bothers us most is the wasted time and the wasted motion, and the wasted money that is spent on miscellaneous foods, foods that are desirable, foods that are liked by the boys and girls, but foods that are not needed as part of the food service program is concerned.

If we have adequate food in schools, in quantity and quality, and enough time to partake of these foods, then we don't need the miscellaneous foods. To get miscellaneous foods out of the schools, once it has been established, is a very difficult task.

It seems to me that through the cooperation of Congress and the State this could be done, and could be done so that we can provide adequate food without having to resort to some of the miscellaneous foods that should have no place in the school program as far as wasted time, wasted money, and wasted effort.

When you consider the fact that the profits are going to have to be used for labor to handle these miscellaneous foods, then profit motive disappears very rapidly.

We have a system in Kentucky of providing food to boys and girls that is more or less on an experimental basis at this time. We refer to this as the smorgasbord type of service, where boys and girls are permitted to serve themselves from the several items of food.

We know that Congress is interested in eliminating plate waste. We have tackled this problem from this point of view, boys and girls that serve themselves can make their choice of the foods they use, that they partake of, and they seem to have a commitment to eat that food, and thus our plate waste goes way down once this new system of serving food is made available.

Chairman PERKINS. Have you noted an improvement in plate waste since we have given the students in senior high school the right to make their own selection?

Mr. BEVINS. In some isolated instances where this procedure has been used, we have noticed some plate waste, but whether it is coincidental with change, we don't know. I think that only time will tell whether this is really the thing that was due to that type of operation.

Actually, we have not promoted that particular feature of the new regulations to the place where we could be able to tell anything definite. We are going at it from the smorgasbord type of service, allowing boys and girls to serve themselves, maybe from three meats, and five or six vegetables, and two kinds of bread and several kinds of milk. They can find something there that they will want.

As a rule, the lunch they will get is not merely a type A lunch, but a super type A lunch. Then, by the same token, others who do not want so much food, they are able to take the portions that they do want. The smorgasbord is something that we are looking forward to expanding in secondary schools and in middle schools as well.

The free portion choice, involving the same different types of food and many selections, can be used in the elementary schools, and is being used in many cases to the great improvement of the program.

Another thing that I would like to express an opinion about is the need for eliminating the daily charge to pupils. We have heard, for many years, about this. When we consider the fact that we provide free transportation to school, the boys and girls don't have to pay a quarter to ride the school bus to school, and another quarter to ride home, I judge him to be eligible for a free lunch. Give him a ticket and say: "Drop in the ticket in lieu of that."

When you consider the fact that the food service program is about the only program that we have now in school, requiring a daily payment, it would seem to me that funds should be available to do this job without this daily payment basis. As soon as we can get away from that, then we will be truly meeting the needs of the boys and girls.

Instead of saying, we have to have money for this, and we have to give some people employment, we have to use the surplus foods, and doing everything and avoiding the real issue at hand, namely, service to boys and girls.

I think that the Congress is doing its share of making funds available. It would seem to me that the States should be able to pick up a little more of the task than they are now doing. If they would do that, then we could do away with this daily payment by boys and girls.

These are a few of the things that are on my mind concerning the food service program. It has been a pleasure to work in this program for more than 20 years in the State of Kentucky at the State level, and another 6 or 8 years as an administrator of a school where we had the national school lunch program. At that time that was all we had.

I am looking forward to even more progress in the State of Kentucky. We are now reaching about 600,000 boys and girls a day with a complete lunch. We are reaching more than that with the extra servings of milk as they need it.

Then, we are reaching about 250,000 boys and girls with the breakfast program. We never intend to promote the breakfast program to do away with that function of the home, but we are going to extend the breakfast program to meet the needs of the boys and girls who come to school without breakfast.

It has been my pleasure to work in this program for many years. Knowing this lady on my left, my colleague from the State of West Virginia, the school lunch director for the State of West Virginia, she and I have worked together on committees and we have brainwashed each other on many occasions.

It is my pleasure to present at this time Mrs. Faith Gravenmier, the State school lunch director from West Virginia.

STATEMENT OF FAITH GRAVENMIER, DIRECTOR, DIVISION OF SCHOOL FOOD SERVICES FOR WEST VIRGINIA

Mrs. GRAVENMIER. It is a pleasure to be in the fair neighbor State of Kentucky, and particularly to see again our great supporter in Washington, Congressman Perkins, and the members of his committee.

We welcome the opportunity to talk with you a few moments about the school food service program in West Virginia. I think that in many ways the school food service program in West Virginia is similar to that in Kentucky. We, too, must monitor all phases of the school food service program.

We administer not only the program in the public schools, but also that in the nonpublic, the child-care food program, and the day care and Head Start centers, and the special milk and institutional food service. So we cover the whole gamut of food services also, as is done in Kentucky.

In the State department of education, administration and supervision of the child nutrition program takes place. The Government-donated foods are distributed by an interagency committee of the State department of welfare. This is the only phase of the program that we are not directly involved in.

West Virginia began its school food service program some 50 years ago, and it became very popular during the days of the Great Depression as I am sure it did in Kentucky also. It has always been an important adjunct to our school program in West Virginia, an important part of it.

We have received great help from our State legislature and from our State board of education, who have been with us all the way, as has the Congress of the United States.

When the school lunch program was enacted in 1946, about 1,200 schools signed up with the department of education to serve school lunches. That, in effect, although it is a large number of schools, about 56 percent of the youngsters in the State were served at that time. Today, I am happy to report that all but 16 of our public schools do have at least a lunch program; many of them do have a dual program, lunch, breakfast, and milk.

There are 40 nonpublic schools which do not participate in a program of any type at this time. Most of these are church related schools.

We have roughly 760 milk programs, and 385, at last count, breakfast programs in our public schools.

The special food service program, now called the child care food program, we have been participating in that program since its inception in 1968. At present we have about 270 day care or Head Start centers operating a year-round program.

During the summer months, and there again we participated in the first year, as I believe Kentucky did, we are now serving roughly 4,000 or 4,500 children each summer in roughly 50 different day care centers and 19 different sponsors.

We do have quite an active residential summer camp program in West Virginia. As of last year, about 100 participated in the milk program, many of those will convert next year into some kind of a food service program, since they will be serving more than one-third of the needy children. Many of these go to residential camps rather than day care centers during the summertime.

Prior to funding, which was provided by Congress roughly in 1972, to help subsidize the total cost of labor, food and other expenses for free and reduced price meals, our schools in West Virginia were struggling valiantly to try to meet the needs of our youngsters and still stay within their food service budget.

At that time, in counties such as Webster County, or Lincoln County, 80 to 90 percent of the youngsters did fall within the poverty guidelines. It was not uncommon for the school principals to call upon the parents of a large family, and he would say: "We want to keep all of your youngsters in school. If you will pay for two of these kids, and subsidize their lunch each day, we will see that the other four eat free." This was before we had section 11 funds, you understand.

Naturally at that time, it was the paying child who really was covering the cost of these meals because they did come out of the school lunch accounting.

Now we do have section 11 funding. At the time when we did not, we had the section 4 funding. The U.S. Department of Agriculture accepted as a natural fact the fact that the paying child was having to subsidize a free child.

Now, in regulations which have been issued on December 29 of last year, called the revenue docket, there are extreme attempts being made to identify all types of revenues coming into the schools. We feel that the purpose of this revenue docket is to try to make sure that section 11 funds do not in any way help to subsidize the paying child's meals.

This type of reporting system is very difficult for the schools to administer. It is very difficult for them to keep all these revenues straight because many of these revenues are not actually paid in cash through the school lunch program account and are subsidized by a school system of some sort.

That is one of our problems, or one that we foresee coming up in the near future.

We are interested in seeing that all youngsters participate in the program, and are availed of these nutritional foods at school. Many times, we feel that we may be, in the near future, be forced to price some of the middle-lower income children in large families out of the program. Our meal prices right now are 45 cents average throughout the State. They vary, of course, from elementary schools to secondary schools. I think that the prices range from 25 cents to 60 cents throughout the State.

Last spring, when we made this calculation for you, Congressman Perkins, I believe that the figure we gave you as an average price was 45 cents. So the prices have increased, and this is due to approximately 10 to 15 percent increase in food costs. Also, in our State, a necessary increase in the labor cost of roughly one-third.

So, we do have a concern for the paying child, really, because we feel that lunch is important, breakfast is important, special milk is important to all of our children. Perhaps I am speaking as a parent in this case, if you would apologize for this type of reaction which carries over in our discussion here today.

I am the parent of five children, four of whom are in the public schools. We feel that it is important that they eat the school lunch each day.

I feel very strongly about the need in many schools for the school breakfast program; although about one-third of our schools are participating now in the breakfast program, more and more are becoming interested in this type of service for our children, and practically every week there are one or two applications for the school breakfast program that cross my desk.

We were one of the first in the Nation to start a breakfast program. I believe that we may share that honor with Kentucky. They were starting it here last year, in this area of the United States.

The first programs were started in 1966. At the time, we were a little surprised at some of the spinoff that we received from the breakfast program. There was a little boy who was a 10 o'clock scholar, and he began to arrive at school on time. When he was asked why, he said: "Well, I don't have to wait for the chicken to lay my breakfast egg anymore." So he was coming to school on time.

Each time we start a program, we see some benefit to some particular child. I am thinking of a child in Brooke County who attended a special education class. She was one of those who never seemed to react to anything in school. She was very hard to involve in any way. Her teacher was concerned about her.

After they served her her first school breakfast, the child sat there for a few moments, and then all of a sudden she jumped up out of her chair, twirled around the room, skipped and clapped her hands, and said: "I feel good." That child needed that nourishment before she could react to any school situation.

We see these things happening all the time. It disturbs us that some of these youngsters may not have the food services that they really need.

We feel that nutrition education is important. We are one of the States that has been fortunate in receiving a grant under Section 6 of the National School Lunch Act in 1971. Our last project was ended in December of last year. It was very challenging. We found that at 42 experimental elementary schools, we had roughly an increase in participation in some of our programs, but also increased knowledge by the youngsters after a 10-week program in nutrition education, better attitude toward food, and better acceptance of new foods.

We found that we could reduce plate waste by teaching these kids in the classroom what these new foods were, and why they should be eaten, and how good they could taste in the school lunchroom.

We are fortunate that our board of education also feels the importance of nutrition education. Perhaps this is due to the results of the 10-State nutrition survey which was conducted back in 1969 in West Virginia, when we found that we did have problems with our school aged youngsters and with our preschool youngsters.

So the Department of Education has promoted nutrition. We do have a nutrition education supervisor on our staff. We feel that she is a very important adjunct to our program.

The board of education in West Virginia recently voted a mandate to our public schools—here I am addressing the problem of extra food at school—this mandate bars the sale of nonnutritious food items in the public schools starting next year. That will be soft drinks, candy, chewing gum, and frozen ice bars.

The reason the board of education developed this mandate was the fact that they felt they could not teach nutrition in the classroom, and then down the hall be collecting money from the children for foods which are detrimental or of no value to their health.

So they felt that this was very important in the practice of teaching good nutrition. This mandate, we feel, was developed out of our nutrition teaching problem. We have received some criticism concerning the problems which may be involved with the lack of revenue and this type of thing.

We have also developed a core of concerned citizens, I believe, who have supported the statewide mandate. It ranges the gamut of parents, dentists, dental technicians, dietitians, nutritionists, school food service personnel, and concerned students also.

All of them join our State department of education in urging you, committee members, to implement the provisions for nutrition education which are included in Public Law 94–105. We feel that nutrition education does make a difference, and we commend you for your continued interest and support for child nutrition for all children in all parts of our Nation.

Thank you.

[Prepared statement of Faith Gravenmier follows:]

PREPARED STATEMENT OF FAITH GRAVENMIER, DIRECTOR, DIVISION OF SCHOOL FOOD SERVICES, CHARLESTON, WEST VIRGINIA

CHILD NUTRITION PROGRAMS IN WEST VIRGINIA

For the past 50 years, school feeding has played an important role in the educational program of our West Virginia schools. Lunch at school was initiated in the rural areas of Monongalia, Preston and Logan Counties by members of the Quaker religion. Later, throughout the State, teachers and parents utilized surplus commodity foods made available by the U.S. Department of Agriculture in setting up make-shift school kitchens in unused classrooms, storage areas and cloakrooms. The children, in these early days, brought their own eating utensils, plates and cups from home. During the depression years, more sophisticated kitchens were set up with the assistance of community groups and, in 1935, local women were hired to prepare the food using funds available under the Works Progress Administration.

The first state appropriation for school feeding was made in 1943 when the West Virginia Legislature budgeted $18,000 to complete the year's payment of cooks' salaries after federal WPA funding was terminated. State financing of local labor costs has increased over the years to amount to a total state appropriation of $925,000. These funds are made available to the county boards of education on the basis of total meals served and the number of needy students enrolled and to help defray labor costs of the local school food service personnel.

The National School Lunch Act

When the National School Lunch Act was passed in 1946, 1,284 schools, serving 56 percent of our West Virginia school children, contracted with the West Virginia Department of Education to serve Type A school lunches. At that time, it was necessary for more isolated schools to serve "Type B" lunches containing no fluid whole milk since it was impossible to obtain delivery of fresh milk in these rural areas. Later, as transportation improved and schools were consolidated, most of the public schools were able to implement the Special Milk Program when the program was enacted by Congress in 1954.

The School Lunch and Special Milk Programs in West Virginia were indeed implemented as programs "to improve the health and well-being of the Nation's children." We have pictures in our office today which show sad eyed children eating lunch at make-shift, wooden tables. The note on the back of the picture stated that these children, who attended a one-room school in Mingo County, were permanently crippled with rickets . . . Today, we still have two two-room schools in Mingo County where it is not feasible to install kitchens or to arrange for a satellite food service. However, the health of these 100 children is protectd to some extent by use of the Special Milk Program. Each youngster has the benefit of two one-half pints of milk each day as a result of combined federal and local effort . . . The milk is provided by means of the Special Milk Program and is carried in by the teachers who pick up the day's supply at the nearest delivery point.

School lunch and special milk programs

Educators and community leaders in West Virginia recognize the importance of school feeding for all children, particularly those children from families of limited income. In 1962, community concern was expressed for children living in remote areas of the State who attended one, two and three room schools without kitchen facilities. A special Packaged Lunch Program was developed to serve such schools, using a special $50,000 state appropriation to cover the expense of labor, packaging materials and transport. This state program was meshed with the Special Commodity Assistance Program developed at the federal level to assist schools in remote areas.

When the Special Packaged Lunch Program was initiated in Webster County to serve eight out-lying schools, the school lunches were prepared at a school kitchen in Webster Springs, packed in paper bags and stored in insulated picnic coolers for delivery. The coolers were picked up by rural mail carriers who were able to travel over the muddy country roads in four wheel drive jeeps. The benefits of these Type A school lunches were realized by children such as "Trigger" who formerly had walked over the mountain to his school carrying his grandfather's lunch bucket which always contained coffee in the upper compartment and biscuits spread with lard in the bottom compartment. In those days, the Special Milk Program was utilized so that these children received one pint of milk with each packaged lunch delivered to the schools.

These two basic nutrition programs the School Lunch Program and the Special Milk Program—have continued to expand in the State. All, save 16 public schools and 42 non-public schools, have made the School Lunch Program available to their students. Approximately 760 public schools and 37 non-public schools provide extra milk to their students under the Special Milk Program and approximately 100 summer camps participate each year in the Milk Program. (During the school year of 1972-73, more than 900 public schools were participating in the Special Milk Program. This number dropped to 653 in the school year 1973-74 when the Special Milk Program was temporarily discontinued. The number of public schools providing this service has gradually increased to its present level.)

The school breakfast program

In 1966, two counties in West Virginia—McDowell and Wyoming—were the first in the Nation to serve breakfast at school when the National School Breakfast Program was initiated by Congress. These first breakfast programs were located in schools where the greater number of students were from low income families and in schools where children traveled long distances by bus. Today, 386 public schools and one non-public school participate in a school breakfast program which serves nearly 28,000 students.

Schools which have initiated a School Breakfast Program have realized certain unanticipated benefits in addition to improved nutrition for children. For example, in one of the first school breakfast programs in Wyoming County a little boy, traditionally a "ten o'clock scholar," suddenly began to arrive on time at school. When asked why he had changed his habits, the child explained that he no longer had to wait for the family's chicken to lay his breakfast egg . . .

We continue to realize the importance of breakfast at school as each new program is started . . . One teacher of a special education class in Brooke County has gratefully described the dramatic change exhibited by one of her more difficult cases . ... A ten year old girl who had failed to respond to any classroom challenge suddenly jumped up and down, clapped her hands and exclaimed, "I feel good!" after eating her first breakfast at school.

The special food service program

In 1968, local concern again meshed with the national concern to develop sound nutritional habits for the pre-school child. The first Special Food Service Programs were started in ten day care and kindergarten centers in the Charleston area in December, 1968. Under this program, it was possible to provide nutritional, well-balanced mid-morning and mid-afternoon supplements in place of the "flavored drink and cookies syndrome" so prevalent in kindergarten classrooms. For those children who arrived early and stayed late at various day care centers serving low income families and working mothers, it was possible to provide breakfasts, lunches and suppers as well as nutritious snack foods.

During the summer of 1968, summer day camps in the Charleston area participated in the Summer Special Food Service Program. A total of 960 packaged lunches were prepared at the Charleston High School and served to children from low income neighborhoods who were enrolled in a recreational program conducted by the Kanawha County Board of Education. Packaged lunches also were transported to 17 remote areas of Kanawha County each day with the county's "traveling playgrounds." Each summer this special summer feeding program has expanded to the extent possible with available funds.

In September, 1975, the Special Food Service Program in West Virginia included 271 individual day care and Head Start centers and 40 summer day camps. These centers all are operated by non-profit agencies to serve children of low income families, many with working mothers.

Public Law 94-105

With the enactment of Public Law 94-105 in October, 1975, 50 additional summer day camps and residential camps serving needy children will be eligible to serve not only the noon day meal, but also breakfasts, suppers and between-meal supplements. In addition, approximately 15 licensed, non-profit day care centers and 2,800 family day care homes will now be eligible for this type of meal service.

Since the West Virginia Department of Education is committed to the concept that nutrition is important to the health and well-being of all children, we welcome the challenge to provide a nutritious food service which "follows the child," wherever he may be. It is obvious, however, that expansion of the existing child nutrition programs to include this new diversity of centers, day care homes and summer camps as well as 25 or more residential child care institutions (now eligible for the School Lunch and School Breakfast Programs) will require additional state staff.

Within the Division of School Food Services there are two field supervisors, one secretary and one financial clerk who are responsible for administration and supervision of all food service programs operating in day care centers, Head Start programs, non-public schools and residential institutions. Two additional supervisors will be employed for two months in the summer to assist the full-time staff in administering the Special Milk Program and the Special Food Service Program in camps. Although Public Law 94–105 provides for state administrative expenses to cover the summer food service, the $10,000 accruing in this account will cover only the salaries and travel expenses of the part-time summer help.

Free and reduced price meals

Prior to the additional "Section 11" funding provided by Congress in 1970 to cover the total cost of preparing and serving lunches free and at a reduced price to eligible needy children, school administrators in West Virginia had struggled valiantly to meet the nutritional needs of such students.

In counties such as Webster and Lincoln Counties where eight out of every ten children were from poverty level families, it was not uncommon for school officials to negotiate with parents of large families in order to keep all of the children in school. In such cases, the principal would agree to serve meals free to four of the children if, in turn, the parents would agree to pay for meals for the other two. In such schools the "paying child" actually subsidized the cost of the free meals served to their less fortunate classmates. This type of "local subsidy" has long been considered an acceptable practice by the U.S. Department of Agriculture. Conversely, new federal regulations issued for comment on December 29, 1975, seek to identify all "revenue" available at the state or local level and to subtract such revenue prior to assigning reimbursement rates for free and reduced price meals.

Today in the 1,316 schools and institutions which participate in the National School Lunch Program, more than 55 percent of the lunches are served free or at a reduced price to eligible children. In October, 1975, 231,716 children ate a Type A lunch each day. A total of 120,665 students had applied and been approved for free meals at school and 16,622 had been approved for reduced price meals.

Currently, 500,000 Applications for Free and Reduced Price Meals are being reissued in all schools in West Virginia which participate in the School Lunch and School Breakfast Programs. We hope that a greater number of families will take advantage of reduced price meals under the higher income eligibility standards provided in Public Law 94–105. Past experience indicates, however, that many students, particularly those in junior and senior high schools, are too proud to take advantage of the free and reduced price meals available in our schools.

Lunch prices

The reluctance on the part of students and their parents to apply for free and reduced price meals under the income standards set forth by the federal and state governments is unfortunate, since a number of schools have found it necessary to increase meal prices. Due to increasing food and labor costs during the current school year, the average price of a school lunch in West Virginia is now nearly 45 cents as compared to an average price of 42.5 cents last year.

State-wide figures on school lunch participation have not changed markedly during the current school term. Additional schools are now participating in the program and other small schools have been consolidated so that the Type A lunch is more readily available to students. There are indications, however, that participation is fluctuating more from day to day as parents try to "cut corners" by packaging some lunches to be taken to school rather than having their children participate regularly on a day to day basis in the school lunch program. Conversely, under Public Law 94-105, these same students will be eligible to eat breakfasts, lunches and suppers during the summer months at no charge to their parents provided that the are enrolled in a summer camp which is eligible for assistance under the Special Summer Food Program.

In a recent visit in an elementary school, I had an opportunity to see just what the first and second grade children were bringing from home in their lunch boxes . . . Each child interviewed had at least one cake, candy, confection or cooky; many also carried a packaged chip product . . . These usually were consumed before the child ate his peanut butter or bologna sandwich. Some children had fruits and nearly three-fourths of the "brown baggers" purchased milk to drink with their meal. For the milk, each paid 10 cents since this particular county did not participate in the Special Milk Program. Item for item, the 35 cent peanut butter-jelly lunch brought from home was a poor nutritional bargain as compared to the 45 cent school lunch of beef stew, vegetable salad, peaches, rolls, butter and milk.

School lunch participation

The 1976 State Plan for Child Nutrition Programs developed by the West Virginia Department of Education identifies as a long range goal an increase in participation of 20 to 25 percent in schools where school lunch and school breakfast programs have been established. In the face of rising food costs at 10 to 15 percent annually and a recent increase of 33 percent in labor costs, school food service participation is more likely to decrease rather than increase as meal quality goes down and meal prices go up.

With additional state and federal subsidies for all meals served, regardless of the income level of the children, it would be possible to up-grade school menus, provide for choices within the meal pattern, thus decreasing plate waste, improve facilities, develop higher standards of food preparation and sanitation and develop reasonable inventory-accounting cost controls. Such meal subsidies would make it possible for local boards of education to obtain the administrative, supervisory, accounting and production personnel needed to provide a viable food service program which meets the nutritional needs of all children.

State administrative expenses

Additional federal funds are needed for state administrative expenses in order to not only meet the increased responsibilities inherent in implementation of Public Law 94-105, but also to fulfill the additional regulatory and supervisory duties implicit in the current proposed revisions of federal regulations which are now being issued by the U.S. Department of Agriculture. At this point of time, the federal regulations governing the operation of all child feeding programs are being revised—school lunch, school breakfast, non food assistance, child food programs, summer food programs and special milk.

The funds allocated to West Virginia for state administration of all child nutrition programs in the public and non-public schools, the child care food program and the summer food service program have recently been increased from $112,308 to $119,609 for the current year. This increase of $7,301 will be needed to cover the additional costs incurred during the current year for salary increases, travel expenses, data processing and printing . . . At this level of funding, it will not be possible to increase the present staff beyond the seven positions now included in the federal budget.

As compared to this federal expenditure, the West Virginia Legislature appropriated for fiscal year 1976 $122,568 for salaries, $27,403 for current expenses and $925,000 for state support of local labor costs. Additional state funds included in the general departmental budget are used to help defray personnel benefits, data processing and printing and binding.

Nutrition education

Since 1971, the West Virginia Department of Education has been fortunate in receiving three grants for pilot programs in nutrition education from funds available under Section 6 of the National School Lunch Act. The most recent study, completed in December, 1975, measured the effectiveness of a planned program in nutrition education in increasing students' knowledge of nutrition, improving attitudes toward foods and acceptance of new foods and participation in the school food service programs. During this study, a ten week nutrition program was included in the curriculum of 42 elementary schools. Students in grades kindergarten through six were given tests prior to the implementation of the nutrition education program and again after the end of the program. When the results of these tests were compared with results from children of the same grade levels in 42 control schools, a statistically significant gain in knowledge and attitudes was shown for each grade level . . . Certain standard menus were served in the school lunch programs prior to the beginning of the project and again at the end of the project . . . When the plate waste was measured for certain "test foods," such as broccoli, raw cauliflower, tacos, and apricots, it was found that the nutrition education had been effective in reducing plate waste for those students in the experimental schools.

These studies, conducted in a limited number of schools, indicate the advantages which could be gained if a state-wide program in nutrition education were implemented . . . Current practices observed in many communities also point up the need for an effective, sequential nutrition education program . . .

The teen-age girl with $1,300 worth of braces on her teeth who spends her baby sitting money in the soft drink machine at school . . .

The teen-age mother who fills her toddler's bottle with drinkade because it's less expensive . . .

The mother of a handicapped child who feeds him ice cream and chocolate milk because "That's all he can eat."

The coach who says children can eat all of the candy and soft drinks they want because they drink fluoridated water . . .

The obese father who says his boy can have candy any time he wants it . . .

All of these well-meaning people are contributing to a state of nutritional bankruptcy for this generation and future generations of our children . . . The need for improved nutritional practices is evident.

Since 1969, when the Ten State Nutrition Survey was conducted in West Virginia, the West Virginia Department of Education has been increasingly aware of the importance of nutrition for all students.

In this, our Bicentennial Year, the West Virginia Board of Education has issued a mandate, effective in the 1976–77 school year, which will prohibit the sale of soft drinks, candy, chewing gum and flavored ice bars in all public schools within the State.

This mandate was passed on the premise that educators cannot teach good nutrition in the classroom and at the same time, endorse the sale of non-nutritional foods in the hallway.

At the same time, the Board has urged the county boards of education to discourage the consumption of foods which contain high levels of refined sugars and to make available within its schools a selection of nutritious foods to supplement the school food service program.

Although this ban on the sale of four specific food items and the emphasis on the sale of nutritional foods has received some criticism within the State, an ever-increasing number of concerned citizens and parents have expressed support of this action of the West Virginia Board of Education.

These concerned citizens—dentists, dental hygienists, dieticians, nutritionists, health educators, teachers, social workers, parents and school food service personnel—join the members of our Department of Education in urging full implementation of the provisions for nutrition education included in Public Law 94–105.

We commend the members of the United States Congress and pay tribute to this august committee for their continued commitment to protect the health and well-being of all children in this great United States.

Respectfully submitted,

FAITH GRAVENMIER,
Director, Division of School Food Services.

WEST VIRGINIA

CHILD NUTRITION PROGRAMS - FY 1976

DESCRIPTION OF SCHOOLS AND TYPE OF FOOD SERVICE AVAILABLE	NUMBER OF SCHOOLS Percentage of Students Within Each School Who Are Eligible for Free or Reduced Meals				TOTAL NUMBER SCHOOLS
	0-24%	25-49%	50-74%	75-100%	
PUBLIC SCHOOLS					
Schools with NO type of food service	5	1	0	0	6
Schools with Special Milk Only	2	0	1	1	4
Schools with "Private" Service	6	0	0	0	6
Schools with School Lunch and/or Special Milk	222	324	222	69	837
Schools with School Lunch and/or School Breakfast	57	105	120	95	377
NON-PUBLIC SCHOOLS					
Schools without food service	31	0	0	0	31
Schools with Special Milk Only	11	0	0	0	11
Schools with School Lunch and/or Special Milk	18	0	0	0	18
Schools with School Lunch and School Breakfast	0	1	0	0	1
INSTITUTIONS					
Institutions classified as "Schools" under PL 94-105	1	2	3	19	25
TOTAL	353	433	346	184	1,316

WEST VIRGINIA

CHILD NUTRITION PROGRAM PARTICIPATION - FY 1976

Total Number of Schools	Average Daily Attendance	Average Daily Participation		Students Approved for		No. Schools with Special Milk Programs
		School Lunch	School Breakfast	Free Meals	Reduced Price Meals	
PUBLIC						
1,230	374,865	229,423	27,884	119,491	16,363	573
NON-PUBLIC						
61	5,928	2,293	40	274	59	25
INSTITUTIONS-RESIDENTIAL						
25*	1,480*	0	0	900*	200*	12
TOTAL						
1,316	382,273	231,716	27,924	120,665	16,622	610

*Estimated

S-SL-41

WEST VIRGINIA DEPARTMENT OF EDUCATION
Division of School Food Services
Charleston, West Virginia 25305

PERPETUAL INVENTORY OF CONSUMABLE ITEMS

A. ITEM ______________________ B. UNIT SIZE ______________________

C. DATE	D. AMOUNT RECEIVED	E. VENDOR	F. UNIT PRICE	G. AMOUNT WITHDRAWN	H. BAL ON HAND	I TO VALUE ITEM ON HAND

Form S-SL-41C

WEST VIRGINIA DEPARTMENT OF EDUCATION
Charleston, West Virginia 25305
INVENTORY OF SCHOOL FOOD SERVICE EQUIPMENT

SCHOOL YEAR
19___ to 19_

COUNTY
SCHOOL
CODE

EQUIPMENT ITEM OVER $100 COLUMN A	YEAR PURCHASED COLUMN B	NO. UNITS C	UNIT COST D	ORIGINAL TOTAL COST COLUMN E	DATE/LIFE TERMINATION COLUMN F	DEPRECIATION RATE/MONTH COLUMN G	EQUIPMENT DEPRECIATIO COLUMN H	INVENT DELETI COLUMN
I. NON-FOOD ASSISTANCE:						XXXX	XXXX	
						XXXX	XXXX	
						XXXX	XXXX	
						XXXX	XXXX	
II. VEHICLES: PASSENGER						XXXX	XXXX	
TRUCKS: 13,000 lbs.						.0278		
Over 13,000						.0185		
III. FOOD PREPARATION:						.009		
IV. FOOD SERVICE:						.009		
V. STORAGE						.009		
VI. DISHWASHING						.009		
VII. OFFICE						.009		
TOTAL						XXXX		
				Report as Item 5c, Form SL 3			Report as Item 3 F Form SL 3	

DO NOT INCLUDE EQUIPMENT OVER TWELVE YEARS OF AGE
DELETION CODE: T-transferred; S-stored; D-destroyed; R-resold
IF EQUIPMENT IS USED FOR MORE THAN ONE PURPOSE, PRO-RATE ORIGINAL COST OF EQUIPMENT I
TERMS OF % TIME USED FOR SCHOOL FOOD SERVICES.

WEST VIRGINIA DEPARTMENT OF EDUCATION
Division of School Food Services
Charleston, West Virginia 25305
RECIPE COSTING

NAME OF RECIPE______________________________Number of Servings________

RECIPE SOURCE______________________________Card Number or Page Number________

A. INGREDIENT	B. UNIT SIZE	C. COST PER UNIT	D. QUANTITY NEEDED	E. INGREDIENT COST
			F. TOTAL RECIPE COST	

G. COST PER SERVING____________________ DATE CALCULATED____________________

Instructions:
A. Enter the main ingredients used in preparing the recipe.
B. Enter the unit size used for each ingredient (pound, ounce, number)
C. Enter the current cost per unit for each ingredient.
D. Enter the total quantity needed in the recipe for each ingredient.
E. Calculate by multiplying column D by Column C.
F. Add total of column E and record for total recipe cost.
G. Calculate by dividing Total Recipe Cost (F.) by the number of servings.

If prices change, adjust for specific ingredient affected. Adjust items F & G.

S-SL-43

WEST VIRGINIA DEPARTMENT OF EDUCATION
Division of School Food Services
Charleston, West Virginia 25305

MENU COSTING

SCHOOL ______________________________ DATE ____________________

RESPONSIBLE PERSON ____

MENU:

FOOD ITEM	STANDARD SERVING SIZ

PRE-COSTING					POST-COSTING		
A. FOOD ITEM	B. UNIT SIZE	C. COST UNIT	D. SERVINGS PER UNIT	E. COST PER SERVING	F. COST PER UNIT	G. UNITS USED	H. TOTAL COST
					TOTAL MENU COST		
I. ESTIMATED COST PER MEAL SERVED				J.	J. ACTUAL COST PER MEAL *		

K. TOTAL NUMBER MEALS SERVED THAT DAY ______________

L. POST COST OF FOOD PER MEAL (L) ________ plus COST OF LABOR PER MEAL __________ plus COST PER MEAL FOR OTHER EXPENSES __________ EQUALS TOTAL COST PER MEAL:

M. TOTAL COST PER MEAL ______________

* Total post cost ______ divided by Number of Meals Served ________ (J÷K) equals actual Cost of Food Per Meal

Form S-SL-44

WEST VIRGINIA DEPARTMENT OF EDUCATION
Charleston, West Virginia 25305
SCHOOL FOOD SERVICES
AVERAGE DAILY FOOD COSTS BY PROGRAM

To be completed each year in September and January using menus served the 3rd. week
MONTH__________19___

COUNTY____________________SCHOOL______________________________CODE____________

A. AVERAGE DAILY FOOD COSTS FOR SCHOOL LUNCH

DAY	COLUMN 1 FOOD COST PER MEAL PLATE LUNCH #1 *	COLUMN 11 FOOD COST PER MEAL ALTERNATE PLATE #2 *	COLUMN 111 AVERAGE DAILY FOOD COST (Column 1 + Column 11 ÷ 2)
MONDAY			
TUESDAY			
WEDNESDAY			
THURSDAY			
FRIDAY			
TOTAL	1.	2.	3.

4. AVERAGE DAILY FOOD COST FOR SCHOOL LUNCH (Item 3 ÷ 5 days) ____________

B. AVERAGE DAILY FOOD COSTS FOR SCHOOL BREAKFAST

DAY	COLUMN 1 FOOD COST PER MEAL BREAKFAST #1 *	COLUMN 11 FOOD COST PER MEAL BREAKFAST ALTERNATE*	COLUMN 111 AVERAGE DAILY FOOD COST (Column 1 + Column 11 ÷ 2)
MONDAY			
TUESDAY			
WEDNESDAY			
THURSDAY			
FRIDAY			
TOTAL	1.	2.	3.

4. AVERAGE DAILY FOOD COST FOR SCHOOL BREAKFAST (Item 3 ÷ 5 days) ____________

C. AVERAGE COST OF SPECIAL MILK OR EXTRA MILK SOLD AT SCHOOL

TYPE OF MILK	SUPPLIER'S CHARGE TO SCHOOL
1.	2.
3.	4.
5.	6.
7. AVERAGE COST OF SPECIAL MILK OR EXTRA MILK SOLD (Total of Items 2 + 4 + 6 ÷ 3)	

* CALCULATE FOR EACH SAMPLE DAY, USING FORM S-SL-43. ENTER ITEM 1 FROM FORM S-SL-43.

Form S-SL-45 MONTH__________19_____

WEST VIRGINIA DEPARTMENT OF EDUCATION
Charleston, West Virginia 25305
SCHOOL FOOD SERVICES
MONTHLY FOOD COSTS BY PROGRAM

COUNTY____________________SCHOOL____________________CODE______________

A. ESTIMATED MONTHLY FOOD COST BY PROGRAM

TYPE OF MEAL	COLUMN I TOTAL NUMBER MEALS SERVED DURING MONTH	COLUMN II AVERAGE FOOD COST BY PROGRAM (Form S-SL-44)	COLUMN III ESTIMATED MONTHLY FOOD COST BY PROGRAM
LUNCH	1.______	2.______	3.______
BREAKFAST	4.______	5.______	6.______
EXTRA MILK	7.______	8.______	9.______
CATERED MEALS	10.______	11.*______	12.______

*For special catered meals not served on a regular basis, calculate average Food Cost on Form on Form S-SL-43. Enter Item 1 from Form S-SL-43 as Item 11.

B. Cost of Food Used During Current Month

1. Enter cash value of beginning inventory of food and milk purchases. (Use Item B-4 from Form S-SL-45 for previous month. ______
2. Add total value of food and milk purchased during current month. ______
3. Equals total value of food and milk available during month. ______
4. Subtract the cash value of ending monthly inventory of purchased food and milk as reported on Form S-SL-41A.
5. TOTAL COST OF FOOD AND MILK USED DURING CURRENT MONTH (Item 3-Item 4) ______

C. MEAL ALLOCATIONS FOR MONTHLY FOOD COSTS (PERCENTAGES BY PROGRAM)

1. LUNCH: Estimated Monthly Food Cost (Item A-3) divided by Total Cost of Food and Milk Used (Item B-5) equals ______%
2. BREAKFAST: Estimated Monthly Food Cost (Item A-6) divided by Total Cost of Food and Milk Used (Item B-5) equals ______%
3. EXTRA MILK: Estimated Monthly Food Cost (Item A-9) divided by Total Cost of Food and Milk Used (Item B-5) equals ______%
4. CATERED MEALS: Estimated Monthly Food Cost (Item A-12) divided by Total Cost of Food & Milk Used (Item B-5) ______%

D. CURRENT MONTHLY FOOD COSTS BY PROGRAM (ENTER ON FORM S-SL-3 AND FORM S-SL-10.)

1. LUNCH: Total Cost of Food Used (Item B-5) x % for Lunch (Item C-1) equals ______ Enter as Item 3A - Form S-SL-3
2. BREAKFAST: Total Cost of Food Used (Item B-5) x % for Breakfast (Item C-2) equals ______ Enter as Item 1 - Form S-SL-10
3. EXTRA MILK: Total Cost of Food Used (Item B-5) x % for Extra Milk (Item C-3) equals ______ Enter as Item 3B - Form S-SL-3 adding current monthly labor cost (Item [illegible]

rm S-SL-40

WEST VIRGINIA DEPARTMENT OF EDUCATION
Charleston, West Virginia 25305
SCHOOL FOOD SERVICES EMPLOYEE TIME SHEET

MONTH __________ 19___

UNTY ______________ SCHOOL ______________________ CODE __________
PLOYEE'S NAME ______________ SOCIAL SECURITY NO. ______________ Regular__ Part Time__ Substitute__
B DESCRIPTION ______________ A. RATE OF PAY $ ______ Per Hour

	TOTAL NUMBER OF HOURS EMPLOYMENT BY PROGRAM							
TE	COLUMN 1 LUNCH	COLUMN 2. BREAKFAST	COLUMN 3 EXTRA MILK	COLUMN 4. CATERED MEALS	COLUMN 5 HOLIDAYS	COLUMN 6. ILLNESS	COLUMN 7. IN-SERVICE	COLUMN 8 TOTAL NO. HOURS
MONTHLY TOTAL								
TOTAL GROSS PAY								
PERCENTAGE OF TOTAL COST (8C)	(A x 2B)	(A x 2B)	(A x 3B)	(A x 4B)	(A x 5B)	(A x 6B)	(A x 7B)	(A x 8B)

D. Employer's FICA __________
E. Teachers' Retire __________
F. Other benefits __________
G. Total Labor Cost __________

COMPLETE FOR MONTHS OF SEPTEMBER AND JANUARY FOR EACH EMPLOYEE
COMPLETE A NEW FORM FOR ANY EMPLOYEE WHEN A CHANGE
OF EMPLOYMENT STATUS OCCURS:

Prorated labor cost for lunch (1D x H) __________
Prorated labor cost for breakfast (2C x H) __________ Report as Item 3C on Form S-SL-3
Prorated labor cost for extra milk (3D x H) __________ Report as Item 1C on Form S-SL-10
Prorated labor cost for catered meals (4D x H) __________ Report as Item3B(part of it) on Form S-SL-3

Form S-SL-47

WEST VIRGINIA DEPARTMENT OF EDUCATION
Charleston, West Virginia 25305
MONTHLY REPORT OF LABOR COSTS

MONTH ____________ 19__

COUNTY ____________ SCHOOL ____________ CODE ____________

	MONTHLY PRORATED COST AS REPORTED ON FORM S-SL-46 AND/OR FORM S-SL-46A				
EMPLOYEE'S NAME	LUNCH (Item I)	BREAKFAST (Item J)	EXTRA MILK (Item K)	CATERED MEALS (Item L)	Total
Direct Expenditures From School Food Service Account:					
TOTAL	1.	2.	3.		
	(Report on Form S-SL-3 as 3C)	(Report on Form S-SL-10 as 3C)	(Report on Form S-SL-3 as part of Item 3B)		
Support Services From General School or County Funds:					
TOTAL	4.	5.			
	(Report on Form S-SL-3 as part of Item 3D)	(Report on Form S-SL-10 as part of Item 13)			

(Janitorial, clerical and special services directly related to the school food service programs as substantiated on Form S-SL-46 or Form S-SL-46A each month; employment of lunchroom aides as substantiated on Form S-SL-46 and/or Form S-SL-46 A each month)

Form S-SL-48   Charleston, West Virginia 25305   Month ________ 19____
SCHOOL FOOD SERVICE PROGRAM

COST OF SUPPLIES AND MISCELLANEOUS EXPENSES

COUNTY ______________________ SCHOOL ______________________ CODE ____________

A. MONTHLY COST OF SUPPLIES USED IN SCHOOL FOOD SERVICE PROGRAM

1. Enter cash value of beginning inventory of supplies. (Use Item A-4 from Form S-SL-48 for previous month.) ________
2. Add total value of supplies purchased during current month. ________
3. Equals- Total value of supplies available during month. ________
4. Subtract Value of ending monthly inventory (Form S-SL-41?) ________
5. Equals- TOTAL MONTHLY COST OF SUPPLIES ________

B. OTHER MISCELLANEOUS EXPENSES FOR CURRENT MONTH FROM FOOD SERVICE AND GENERAL SCHOOL ACCOUNTS

1. Total cost of small equipment purchased ($100 or less) ________
2. Pro-rated monthly cost of printing and duplicating ________
3. Pro-rated monthly cost of meal tickets or tokens ________
4. Monthly cost of postage or shipping ________
5. Pro-rated share of special fees (extermination, etc.) ________
6. Monthly expenses for laundry or linens ________
7. Other miscellaneous expenses during current month ________
8. Equals- TOTAL MONTHLY COST OF MISCELLANEOUS EXPENSES ________

C. TOTAL MONTHLY COST OF SUPPLIES AND MISCELLANEOUS EXPENSES

Item A-5 plus Item B-8 ________

D. PERCENTAGE ALLOCATION BY PROGRAM

1. Total number of school lunches served to adults & students ________
2. Total number of breakfasts served to adults and students ________
3. Total number of catered meals served during month ________
4. Total number of meals served this month ________

PER CENT ALLOCATION TO LUNCH PROGRAM: (Item 1 ÷ 4) ________%

PER CENT ALLOCATION TO BREAKFAST PROGRAM (Item 2 ÷ 4) ________%

ALLOCATION OF MONTHLY COSTS BY PROGRAM

Total monthly cost of supplies and other expenses (C) x % allocation to lunch (D-
equals MONTHLY COST OF SUPPLIES & MISCELLANEOUS EXPENSES TO LUNCH PROGRAM Item
Form S-SL-

Total monthly cost of supplies & other expenses (C) x % allocation to breakfast program (D-6) equals MONTHLY COST OF SUPPLIES & MISCELLANEOUS EXPENSES TO BREAKFAST

Form S-SL-49

WEST VIRGINIA DEPARTMENT OF EDUCATION
[illegible]
SCHOOL FOOD SERVICE PROGRAM
JOINT COST ALLOCATION FOR COUNTY

COUNTY____________
MONTH________ 19___

PERSONAL SERVICES

EMPLOYEE	GROSS MONTHLY SALARY COLUMN A	EMP. SHARE FICA COLUMN B	RETIREMENT COLUMN C	OTHER FRINGE BENEFITS COLUMN D	TOTAL COST OF LABOR COLUMN E (A+B+C+D)	TIME SPENT FOODS COLUMN F	TOTAL LABOR COST COLUMN
SUPERVISORS							
CLERKS							
PURCHASING AGENT							
WAREHOUSE PERSONNEL DELIVERY							
MAINTENANCE							
IN-SERVICE TRAINING							
AUDITOR							
PRINTER							
OTHER							
TOTAL							

S-SL-43
(Page 2)

JOINT COST ALLOCATIONS FOR COUNTY

CURRENT EXPENSE

ITEM	NO. UNITS COL.A	UNIT COST COL.B	TOTAL COST COL.C	% ALLOCATION TO FOOD SERV. COLUMN D	PRO-RATED FOOD SERV. COL.E
TRAVEL					
State Assesments-commodity del.					
County Expenses-commodity del.					
Food Storage					
Printing & Duplicating					
Office Supplies					
Postage & Shipping					
Data Processing					
Maintenance & Repair					
In-Service Training					
Contracted Services					

TOTAL PROGRAM OUTLAY 1. ________

Support Services: 10% times total spent by schools for labor (Item 3C, Form S-SL-3 + Item lc, Form S-SL-10= plus equipment depreciation (Item 3F Form S-SL-3) 2. ________

Add- Total Labor Costs (Item G-1, page 1) 3. ________

Equals - Total of Joint Cost Allocations for the County 4. ________

Total Joint Costs (Item E - 4) divided by Total number of breakfasts and lunches served in schools this month (County Consolidated Forms S-SL-3 &10 equals County Support Per Meal Served 5. ________

County Support Per Meal Served X Total Number of Meals Served = Total County Support for Each School (Enter as Item 3D on Form S-SL-3 and as Item lb on Form S-SL-10.)

Chairman PERKINS. Perhaps Mr. Neel would like to say a few words before we start interrogating the director and yourself.

I thought that perhaps I should state that this committee has always been laboring under the impression that we could not have a school program as far as the reduced price and free lunch programs, unless we had a strong regular program.

We subsidize the regular program under section 4 by 12.5 cents and under the commodities by 11 cents, which makes a total of 23.5 cents for the regular school lunch program. The regular school lunch cost for our Nation as a whole is about 80 to 85 cents.

Under section 4, we give 12.5 cents, under section 11 for the needy, we give 56.75 cents, and the commodities or cash in lieu of commodities, we give a total of 11 cents. This makes 80.25 cents for the free lunch.

For the reduced price lunch, the only difference in the reduced price lunch and the free lunch is the half a pint of milk. We subsidize the reduced price lunch to the extent of 74.5 cents.

I do want to say that we tried to do something about the regular lunch program last year. We had a bill on the floor that no lunch could cost more than 85 cents. Governor Simon helped to lead the fight in that connection. We were unsuccessful.

Then, we went out for a nickel, to keep the price of the regular lunch program from going up. We felt that we were justified in that. We went to the Senate and we compromised with the Senate.

Then, when we got to talking about a veto. Senator McGovern and all the Senators had agreed in the conference to support. They thought that they could keep the bill from being vetoed. They talked so much about food for the country.

Then, they went away from it completely. They recommitted their own conference report that they had signed. They backed up, in other words, not the subsidy for the regular lunch program, but we did have tremendous improvements in the bill anyway.

So we were not able to get that extra subsidy because the Senate ran away from us. But the bill was vetoed anyway. It shows the poor judgment, in my opinion, of some of our friends in the U.S. Senate, and I was not hesitant to tell them about it.

I think that if Senator Humphrey, who knew about the school lunch bill, had been in the country at the time, he would have stood up on the Senate floor, and not let that report be recommitted.

Just like sheep jumping the fence, when Senator McGovern voted to recommit the bill, all the Senators voted for it under the pretext that it would keep the bill from being vetoed.

The bill was vetoed anyway, but we brought it to the House first. We overrode the veto overwhelmingly. I wrote a letter, and I tried to get it postponed until Senator Humphrey could get back from overseas. I knew that he would know how to explain the program on the floor. I knew that they would not recommit it if the proper fight was made on the floor.

The Senate overrode with just as high a percentage as we overrode in the House of Representatives. So it did not make a bit of difference, except that we gave up the subsidiary for the regular program, and permitted the price to go up, which I was very much opposed to, as was this whole committee, but we did our best.

We could not do anything about it because the Senate completely capitulated on us.

You can go ahead and make your remarks, Mr. Neel.

STATEMENT OF C. O. NEEL, DIRECTOR, DIVISION OF FOOD DISTRIBUTION, DEPARTMENT OF AGRICULTURE, KENTUCKY

Mr. NEEL. Thank you, Mr. Chairman.

It is a pleasure to appear before a group like this; to have the opportunity to meet you face to face and chat with you.

I want to present just a few basic conditions. Hopefully then, you will ask me some questions because I would rather not go into details.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record, and we will ask you some questions. You go ahead and summarize.

[Tables submitted by C. O. Neel follow:]

FOODS DELIVERED OR ON ORDER BEFORE FEBRUARY 15, 1976

FOODS	NUMBER CARLOADS ORDERED	TOTAL WHOLESALE VALUE	TOTAL POUNDS
Applesauce, Cnd.	16	$ 222,040	1,425,600
Beans, Dry	6	206,400	480,000
Beans, Cnd. Green	5	115,500	418,000
Beans, Fro. Green	5	126,565	281,250
Beef, Cnd.	7	595,000	511,700
Beef, Fro. Ground	48	1,680,000	1,848,000
Butter, Print	24	875,520	921,600
Cheese, Cheddar	2	155,250	120,000
Cheese, Process	10	359,520	336,000
Chicken, Frozen	34	856,800	1.224,000
Corn, Cnd.	4	81,400	349.800
Corn, Fro.	7	173,250	393,750
Cranberry Sauce	4	105,600	352,000
Flour	9	120,351	707,950
Milk, Nonfat Dry	9	504,000	720,000
Orange Juice	6	171,000	472,500
Peaches, Cnd.	9	332,640	792,000
Peanut Butter	3	102,424	277,200
Peanut Granules	1	30,800	46,200
Peanut Margarine	7	130,095	268,800
Peanut Oil	6	154,368	230,400
Pears, Cnd.	9	356,400	792,000
Peas, Cnd.	2	52,800	176,000
Peas, Frozen	5	146,250	292,000
Potatoes, Fro. F. F.	19	235,200	114,000
Potatoes, Cnd. Sweet	7	207,900	841,500
Poultry, Cnd.	7	595,000	517,650
Prunes	4	124,640	292,700
Raisins	5	201,930	381,000
Salad Oil	17	598,415	1,016,600
Shortening, Vegetable	15	584,550	972,000
Tomatoes, Cnd.	2	46,200	168,400
Tomato Paste	4	132,000	369,600
Turkey Fro.	12	288,054	420,000
TOTAL	330	$ 10,898,473	18,530,200

WHOLESALE VALUE OF FOODS DELIVERED TO COUNTIES DURING MONTHS
OF July 1, 1975 - January 31, 1976

COUNTY	WHOLESALE VALUE	COUNTY	WHOLESALE VALUE	COUNTY	WHOLESALE VALUE	COUNTY	WHOLESALE VALUE
ADAIR	$ 31,451	EDMONSON	$ 17,084	KNOX	$ 77,588	NICHOLAS	$ 11,013
ALLEN	18,064	ELLIOTT	16,765	LARUE	27,450	OHIO	34,333
ANDERSON	23,138	ESTILL	24,767	LAUREL	62,279	OLDHAM	33,722
BALLARD	14,077	FAYETTE	236,730	LAWRENCE	25,646	OWEN	29,951
BARREN	66,298	FLEMING	27,931	LEE	16,041	OWSLEY	10,657
BATH	14,925	FLOYD	73,840	LESLIE	37,921	PENDLETON	22,147
BELL	72,817	FRANKLIN	71,171	LETCHER	44,022	PERRY	77,350
BOONE	66,141	FULTON	18,445	LEWIS	21,078	PIKE	132,476
BOURBON	34,473	GALLATIN	9,402	LINCOLN	35,346	POWELL	22,229
BOYD	67,432	GARRARD	16,453	LIVINGSTON	13,144	PULASKI	65,772
BOYLE	42,250	GRANT	22,051	LOGAN	34,338	ROBERTSON	4,526
BRACKEN	11,678	GRAVES	46,452	LYON	18,664	ROCKCASTLE	21,308
BREATHITT	46,440	GRAYSON	41,552	McCRACKEN	101,447	ROWAN	26,372
BRECKINRIDGE	24,702	GREEN	21,195	McCREARY	41,309	RUSSELL	27,777
BULLITT	134,272	GREENUP	69,677	McLEAN	15,207	SCOTT	25,219
BUTLER	25,923	HANCOCK	17,413	MADISON	58,557	SHELBY	46,736
CALDWELL	18,683	HARDIN	155,776	MAGOFFIN	32,607	SIMPSON	20,133
CALLOWAY	34,615	HARLAN	95,849	MARION	40,242	SPENCER	13,905
CAMPBELL	106,746	HARRISON	27,165	MARSHALL	45,262	TAYLOR	36,728
CARLISLE	7,684	HART	37,407	MARTIN	30,251	TODD	20,121
CARROLL	12,602	HENDERSON	67,528	MASON	33,347	TRIGG	19,616
CARTER	44,903	HENRY	24,574	MEADE	31,478	TRIMBLE	12,743
CASEY	34,657	HICKMAN	14,335	MENIFEE	8,462	UNION	26,155
CHRISTIAN	102,874	HOPKINS	98,408	MERCER	29,090	WARREN	113,969
CLARK	57,862	JACKSON	30,645	METCALFE	27,334	WASHINGTON	26,191
CLAY	63,032	JEFFERSON	1,258,993	MONROE	35,665	WAYNE	34,907
CLINTON	26,287	JESSAMINE	30,925	MONTGOMERY	31,551	WEBSTER	25,365
CRITTENDEN	13,176	JOHNSON	45,329	MORGAN	22,668	WHITLEY	68,544
CUMBERLAND	14,800	KENTON	229,911	MUHLENBERG	52,878	WOLFE	20,167
DAVIESS	162,371	KNOTT	34,527	NELSON	72,416	WOODFORD	28,545

EXPLANATION:

The above is the wholesale value of foods distributed and on order as of January 30, 1976 to each county in Kentucky from July 1, 1975.

Foods are allocated to schools on meals served. The above figures do not reveal this because many shipments are currently being delivered or have been ordered and will be received within the next 2 or 3 months.

TOTAL POUNDS OF FOODS DELIVERED TO COUNTIES DURING MONTHS OF July 1, 1975 - January 31, 1976

COUNTY	TOTAL POUNDS	COUNTY	TOTAL POUNDS	COUNTY	TOTAL POUNDS	COUNTY	TOTAL POUNDS
ADAIR	48,187	EDMONSON	25,668	KNOX	129,188	NICHOLAS	16,700
ALLEN	25,005	ELLIOTT	23,635	LARUE	42,131	OHIO	52,173
ANDERSON	35,411	ESTILL	38,605	LAUREL	121,584	OLDHAM	48,484
BALLARD	17,774	FAYETTE	408,693	LAWRENCE	44,791	OWEN	24,355
BARREN	84,519	FLEMING	42,183	LEE	24,666	OWSLEY	18,242
BATH	44,720	FLOYD	128,389	LESLIE	62,922	PENDLETON	33,984
BELL	105,755	FRANKLIN	110,424	LETCHER	75,663	PERRY	127,628
BOONE	102,301	FULTON	23,771	LEWIS	34,937	PIKE	231,062
BOURBON	52,200	GALLATIN	14,678	LINCOLN	38,207	POWELL	34,460
BOYD	104,434	GARRARD	26,970	LIVINGSTON	20,334	PULASKI	107,298
BOYLE	77,325	GRANT	35,084	LOGAN	51,956	ROBERTSON	7,541
BRACKEN	17,366	GRAVES	70,358	LYON	12,397	ROCKCASTLE	52,240
BREATHITT	75,390	GRAYSON	71,096	McCRACKEN	158,663	ROWAN	44,648
BRECKINRIDGE	76,354	GREEN	34,706	McCREARY	68,373	RUSSELL	46,883
BULLITT	136,154	GREENUP	116,968	McLEAN	28,051	SCOTT	46,341
BUTLER	36,558	HANCOCK	20,524	MADISON	90,071	SHELBY	67,025
CALDWELL	27,742	HARDIN	227,353	MAGOFFIN	37,422	SIMPSON	46,252
CALLOWAY	33,114	HARLAN	158,338	MARION	66,998	SPENCER	20,094
CAMPBELL	135,793	HARRISON	41,531	MARSHALL	77,457	TAYLOR	60,481
CARLISLE	17,364	HART	27,567	MARTIN	53,101	TODD	30,840
CARROLL	25,934	HENDERSON	102,835	MASON	57,116	TRIGG	30,672
CARTER	76,143	HENRY	26,346	MEADE	47,923	TRIMBLE	17,441
CASEY	57,514	HICKMAN	22,427	MENIFEE	14,355	UNION	37,338
CHRISTIAN	163,596	HOPKINS	149,165	MERCER	47,349	WARREN	177,128
CLARK	59,412	JACKSON	51,406	METCALFE	42,422	WASHINGTON	43,618
CLAY	109,128	JEFFERSON	1,817,731	MONROE	55,626	WAYNE	57,314
CLINTON	34,475	JESSAMINE	46,810	MONTGOMERY	45,410	WEBSTER	39,430
CRITTENDEN	20,077	JOHNSON	77,100	MORGAN	37,720	WHITLEY	112,181
CUMBERLAND	22,221	KENTON	341,502	MUHLENBERG	80,433	WOLFE	31,887
DAVIESS	247,442	KNOTT	59,027	NELSON	110,671	WOODFORD	44,059

EXPLANATION:

The above is the pounds of foods distributed and on order as of January 30, 1976 to each county in Kentucky from July 1, 1975.

Foods are allocated to schools on meals served. The above figures do not reveal this because many shipments are currently being delivered or have been ordered and will be received within the next 2 or 3 months.

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INSTITUTIONS

Number of People Served	Foods Ordered	Pounds of Each
11,742	Peanut Margarine	69,330
	Peanut Oil	64,800
	Peanut Oil Shortening	59,800

CAMPS

Number of Campers Served	Foods Received
108,397	Beef, Canned
	Cheese, Process
	Milk, N.F.D.
	Peanut Butter

****

Average Number of Meals Served to Schools Daily ------------ 650,386

Average Number of Meals Served to Schools and
Service Institutions Daily ------------ 659,929

N.P.E. (Elderly Feeding Program)

Number Served	Foods Received & Ordered	Pounds
5,000	Applesauce	42,890
	Beef, Canned	47,676
	Beef, Frozen Ground	29,975
	Beans Green, Frozen	31,440
	Beans Green, Canned	38,340
	Cheese, Process	6,300
	Corn, Canned	42,055
	Corn, Frozen	2,250
	Cranberry Sauce	10,604
	Milk, N.F.D.	5,250
	Oil, Salad	6,791
	Peaches, Canned	34,160
	Peanut Butter	14,850
	Pears, Canned	30,200
	Prunes, Dried	3,850
	Shortening, Vegetable	4,752
	Tomato Paste	5,161
	Turkey's Frozen	8,480
	TOTAL POUNDS	365,024

Mr. NEEL. Chairman Perkins, Congressman Simon and Congressman Hall, I want to say: Congratulations, red light runners. I understand that you ran some red lights yesterday.

Chairman PERKINS. We had the approval of the police.

Mr. NEEL. I want to congratulate you on the effort that you have in progress right now, which in my estimation is an evaluation program. When I realize that my Congressmen are evaluating the expenditure of $2.7 billion, and part of it is my money, I am happy.

In Kentucky, the school lunch program is administered by the department of education. The food distribution program is administered through the Department of Agriculture. I will relate my remarks specifically to the food distribution program.

As you know, our food has become available to us in Kentucky through several different acts. They are not just surplus foods. They are from the surplus removal program, and they are also from the commodity support program, and some other funds.

Now, the primary objective of the food distribution program in Kentucky is for us to procure, allocate and distribute effectively the foods that are available for our children. We do that to the best of our abilities.

Our operational procedures, in Kentucky, briefly, are these: We are given an opportunity, through the U.S. Department of Agriculture, to requisition foods. I contact personally all food service directors within the State annually to secure from them what we call food preferences. Believe you me, we handle those in the State office to the best of our abilities.

I try to honor their requests. If they have a priority, No. 1, we really push for that food. The low priority on their list, when we receive calls wanting to know if we want that particular food in Kentucky, I refer immediately to the responses of the food service people in order to answer yes or no.

I have one limitation. If I do not secure for the Kentucky children certain foods, or if that food is charged to the allocation of the Kentucky children, frequently I will request a so-called not so desirable food because it is food. It is better to have that than none at all.

To get for our Kentucky people the maximum, the maximum amount that is available to us and for us, our procedures are to requisition the foods our people say they prefer.

We secure those foods in Kentucky 99 percent by railcar shipment. Those shipments vary from 30,000 to 70,000 pounds each. At the present time, they are being distributed to 10 sites in Kentucky.

Our people who are here today, many of them know where their unloading site is. Within a 24-hour period, we, unless we pay the merger, are to inform our local people that the car is at the railroad siding. Will you please come to that railroad siding within this limited time, so that we will not have to pay the merge.

To date, we have paid less than $20, so that would indicate, Congressman Perkins, that we are getting to our people on the short response.

Chairman PERKINS. Congressman Vanik from Ohio has complained about spoiled foods. To what extent, if any, have you received any spoiled foods, or have any of the beneficiaries received spoiled foods?

Mr. NEEL. The spoilage of food from the loading point to Kentucky this year has been less than one carload. It was a carload of food that when our inspectors went to the delivery site to inspect it, there were some discrepancies.

We immediately had it inspected. It was returned for repackaging. It came back to us in acceptable condition.

So, to answer your question more specifically, it has been very, very little in Kentucky.

Now, to indicate to you some of our activities for this period of time since July 1, we have secured for the Kentucky students 34 different foods.

Mr. Chairman, I believe, if you will look at that list, you will see that there is not, this is to my knowledge and maybe some other people would disagree, but there is not an objectionable food.

The statement I get from most of the food service people in Kentucky, and I get it frequently, is that the food is of high quality. Please note that I am giving you some pluses, but I am going to give you some minuses in a few minutes.

The food is of high quality. In fact quite a few of the people respond this way, the quality is such, the quality is so high, that I cannot purchase it at the local level. Then they will add something like this: I could not purchase that quality food for the price I understand the USDA has had to pay for it locally.

You will notice 34 different foods. To date, we have secured in Kentucky 330 carloads of food. Believe you me, the cooperation we have gotten, Congressman Perkins, from the local people in the distribution of this, is unbelievable, not just in eastern Kentucky, but all of Kentucky.

The total value of that food to the people in Kentucky, since July 1, is an unbelievable figure to most people. That total value, as of July 1, is something over $10 million. Gentlemen, that means that if our local school people did not have the opportunity to secure these foods that that amount of money or more would have to come from their local budgets.

I am not sure that our local school people really understand that.

Another point to better illustrate that. To date, gentlemen, the average county in Kentucky has received over $52,000 wholesale value of foods for their school program.

Congressmen, I think that these are the basic things that I would like to say.

Chairman PERKINS. Thank you very much. We may have some questions.

I will first call on Congressman Simon.

Mr. SIMON. Mr. Bevins, on the smorgasbord, I am curious, first of all, what you find on cost?

Mr. BEVINS. The per meal cost?

Mr. SIMON. How that compares with per meal cost where you do not have the smorgasbord approach?

Mr. BEVINS. Actually, there is very little difference before and after this type of thing has come about. When we first examined this, the first impression was that: "My, this is going to price us out of house and home. We are not going to be able to support this. We will not be able to finance it."

But after all is said and done, the thing balances itself off. Some boys and girls, as it has been written in our new law, need less food and some others need a little more. So, actually, the type A lunch is about—it would average itself out to the type A lunch.

There is another wrinkle in this. I should not say this because we are all fighting this condition of unemployment, but the labor costs can be reduced considerably and this will much more than offset any increase in food, if any increase in food should happen.

I was in a school, Tuesday of this week, where the smorgasbord is the only thing that is available. There are no other items of food, and this was costing 61 cents per meal, and this was very little less than it had been during the previous year.

In this particular school, at one time, they had 17 full-time employees. Now they have 10. They have absorbed these employees by rearranging their schedules, and rearranging their needs across the county. There has been no one fired.

In this particular school, where the smorgasbord is taking place, this is happening. Contrary to what it might seem, the smorgasbord does not increase the cost per meal.

Mr. SIMON. I don't want to sound critical, because I think that it is a great idea. I like the idea.

Have you run into problems with HEW officials who indicate that this may not comply with Federal regulations at all, or the Department of Agriculture, rather?

Mr. BEVINS. Yes. You have to monitor the program. But once monitoring is underway, and people understand what is going on, then the monitoring can be dropped. But during the first experience, it does have to be monitored.

As far as the type A lunch is concerned, as I indicated earlier, the lunch is a super type A lunch, and not just an average type A lunch.

Mr. SIMON. Mrs. Gravenmier, have you tried the smorgasbord approach in West Virginia, and what is your experience?

Mrs. GRAVENMIER. We have not tried the smorgasbord per se. We do in about 200, and perhaps more, junior, and senior high schools, provide choices within the type A pattern, complete choices of two different meals, such as a sandwich plate versus a hot-plate lunch, a pizza plate, or a bag lunch, which is very popular. It would be the same general idea as a smorgasbord.

In other words, we feel very strongly that children, even from the fifth and sixth grade on up, will accept the school lunch program better if they have some degree of choice provided to them.

Now, in West Virginia, we do not have an a la carte system on our service line. We do have vending machines, as you know. We have the food items sold in the schools, but not on the line as an a la carte item.

We do find that participation increases greatly as you provide choices for them in pattern. I have seen that with my own junior high school girl. She does not complain as much, when I say: "Buy the school lunch," because she has a choice, at the junior high school level, of two different meat items, at least.

Mr. SIMON. Mr. Bevins, you indicated—and I concur in theory at least—that we ought to move toward providing a free lunch, since we provide free busing and other facilities to the students.

What would the incremental cost be, in Kentucky, when you mention about the State governments picking up the bulk of the tab. Are we talking pie-in-the-sky, or is it practical to talk, at some point, about State governments picking up part of the tab, if the Federal Government will pick up an additional part of the tab?

Mr. BEVINS. First, let me say that I would recommend that the Congress not decrease its assistance.

Mr. SIMON. I am not suggesting that.

Mr. BEVINS. I do not think that this would be received well by any State.

What I do propose, however, is that as we increase the food services available that the States pick up more of their share of the tab, which is now being borne by the taxpayer on a daily installment basis.

The taxpayer who is paying for the lunch in school, or the taxpayer who is paying for this, there is no such thing as a free lunch. You hear that expression quite often. You see it often, on posters and things. But someone must pay the bill.

I think that we are wasting an awful lot of money in trying to do the thing on a daily installment basis. If it could be conducted on a budget basis, knowing at the beginning of the year what our cost will be, and that these funds are to be available, then we could forget about these trivialities.

Mr. SIMON. I concur completely, but what I am wondering is, what cost are you talking about. Let us take your State, what kind of incremental cost are you talking about when you say that every student in the schools—you are correct and I should not use the term "free lunch"—where there is no fee charged, do you have any idea what that total increase in cost would be?

Mr. BEVINS. Round figures, our need on a yearly basis will amount to $100 million, give or take some.

Mr. SIMON. Let us use that $100 million figure. At the Federal level, we will say that we will pick up $50 million of that tab, if the State would pick up the other $50 million. Do you think that the State of Kentucky would pick up the other $50 million?

Mr. BEVINS. That is what you are doing now. You are contributing to the State of Kentucky, $50 million a year.

Mr. SIMON. When you use the $100 million figure, are you saying an additional $100 million, and then you could provide free lunches to the students?

Mr. BEVINS. We could provide all free lunches for $100 million. Now, the boys and girls are paying the $50 million that you are not paying.

Mr. SIMON. Then, the $50 million is what I am talking about. If the Federal Government, for Kentucky, picked up $25 of that $50 million, would Kentucky be willing to pick up the additional $25 million, do you think?

I realize that you have to make a judgment as to what the legislature, or the Governor might do. But we have to make these kinds of judgments in Washington. What is your guess?

Mr. BEVINS. I don't want to second-guess our general assembly, or the administration, but I believe we would. I believe that if the proposal were made, they would say: "That is fair enough."

When they consider the true picture, as it is, yes, I believe that our State would do it. Maybe not in this session of the general assembly, but maybe in the future. A few years from now, maybe this could be achieved. I believe it could. I believe that most States would be willing to do this.

For what it is worth, I have a little sketch here of the little problems that you might want to consider. I just will make these available to you. It is a rough thing. It was done a couple of years ago, and I have not changed it. I have not had time to.

It illustrates the procedures which might be used in conducting the financial affairs so that the daily payment could be eliminated.

Mr. SIMON. I will take a good look at it. I appreciate that.

Mrs. Gravenmier, in your statement, on the next to the last page, one of the things you write, there are public schools with private service. You are talking about their contracting out with some local restaurant, or someone to provide the school meals. Is that correct? That is the way that I understand that phrase there, it is one of the appendix in your statement.

Mrs. GRAVENMIER. "Private service" means that they work on their own, serving whatever they wish, hiring their own people, and charging the kids whatever they wish. They operate it themselves, but without any Federal or State subsidy.

Mr. SIMON. I am just curious on that. What do you think of the nutritional value of those meals, and the cost of those meals compared to where the State and Federal governments are involved?

Mrs. GRAVENMIER. There were a number of schools that had private service, and over the years they have found that they were having problems financially, and they have come under the national program.

The main drawback for these schools, and I am thinking of the large schools, such as two large high schools in the northern part of the State, if a student were to buy a full plate, as you would have on the type A, he would be paying $1 or more for it.

Most of the time, the youngsters are buying a food item. More often than not, the nutritional items are knocked off because of the cost.

Mr. SIMON. So, from your perspective, it is not a desirable thing; it is not something to be encouraged?

Mrs. GRAVENMIER. It does not meet the needs of many of our children.

We serve about 55 percent of our meals free, or at reduced price. About 15,000 a day are reduced price, most of ours are free. So we have a high degree of need among the low-income children.

Mr. SIMON. The foods delivered on or before February 15, 1976, that is for this fiscal year, from July 1 until February——

Mr. NEEL. From July 1 through 1976.

Mr. SIMON. I have no further questions.

Chairman PERKINS. Mr. Bevins, have you implemented the new provision in the law that provides for senior high school students to select their own foods; or are you using the so-called smorgasbord approach. If so, how many of your schools are using that approach?

Mr. BEVINS. We are going on a combination basis. At the moment we are using more of the smörgasbord approach, since we had started this earlier last year. As a matter of fact; last year, we were promoting this also.

We are using this approach rather than promoting the other approach. The new approach can be built into the smorgasbord approach very easily, once we get a smorgasbord approach started in a district.

At the present time, we have about one-third of the senior high schools in the State of Kentucky providing the smorgasbord approach, this is over 200 schools, the senior high schools.

Others are gearing themselves to try this. They are obtaining their equipment. They are making the necessary arrangements. They are making plans to make adjustments so that this can be done.

We realize the value for the elimination of the waste of food, of the three items. Really and truly, if we have the smorgasbord approach this is, in effect, doing the same thing, but the boys and girls are making the decision for themselves.

Chairman PERKINS. Have you implemented the regulation in your senior high schools to permit the choice of foods by the students?

Mrs. GRAVENMIER. Chairman Perkins, that part of the regulation has just been printed in the Federal Register. It is open for comments until March 1. So, my answer would be no. We are waiting until the regulations are published in final form.

Chairman PERKINS. The reduced price provision is being handled the same way?

Mrs. GRAVENMIER. Those were not issued with a comment period. The State department of education had until December 31, roughly, to comply with those, which would be 1 month. I beileve that they were issued in the first part of December.

The schools have until March 1 to complete their changeover to the reduced price category.

Chairman PERKINS. Let me make an observation. I have always believed in the universal free lunch program. As it has been stated, we furnish free textbooks, free bus rides. There is no earthly reason why we are spending about $6 billion in different countries of the world for food, sending the food overseas, and we should not furnish our children a good nutritious meal each day and a breakfast program. I think that it is money well spent.

However, we have tried that approach, in one sense of the word, and we took the bill to the floor last year. We realized that the prices in Kentucky were going up. The prices in West Virginia have gone up in the last year. We realize that the youngsters are being priced out of the school lunchroom, and we have to do something about it.

We were unable to sell the Congress, even though we argued on the floor of the House that the 35 cents from the Federal level was reasonable, and the States might be able to pick up part of the subsidy.

The evidence showed that some of the States, like Mississippi, I think, and others, requested favors because of the resources at the State level, and they were not able to put up the funds.

So, then, we took a different approach. Since we were not able to subsidize. Our nickel was killed on the regular program when I took the bill from the floor, and took it back a second time.

Then, we went to conference, and our nickel was killed for the extra subsidy in trying to keep the prices from rising.

Then, we increased the reduced price up to about $9,500 for a family of four, bearing on the number of students, where you could not charge more than 20 cents a meal.

We worked for years making sure that the child, or the student who received the free meal, or the reduced price meal, was in no way identified in the school system. This was one of the greatest stumbling blocks that we had for years.

We found that many children would not go to the counter, who were not able to pay for their lunch, because they felt a sense of pride, and realized that they were being identified in some manner. Of course, we have that behind us now.

With that behind us, we felt that we should do something about the reduced price lunch. Even with a family of six or seven, as it is now, the income is $12,000 and $14,000, the lunch will not cost the family with those children in school more than 20 cents a lunch.

The regular lunch program worries me considerably. The subsidy that would make up for it was killed last year. How are we going to handle this in the future. It is a difficult matter to convince the Congress that a free lunch is as important as free textbooks, although I think that it is as important, if not more, than the free bus ride.

They are just things that go hand-in-glove together. I have always thought that we could not have a sound program unless we had a sound, regular lunch program for the middle-class and the upper-class children in the country.

Am I correct in that assumption, or am I incorrect?

Mrs. **Gravenmier**. I think that you are correct, Congressman Perkins. I did examine our participation data before I came. That data shows an average participation for the moment that is not noticeably down. It is around 61 percent. It has been 62 and 62.5 percent.

I am saying, in looking at the figure for this year, it is a more variable average daily participation. Do you see what I mean?

Part of the time, the middle-income family will say: "Well, we will cut corners today by fixing Johnny's lunch, or I will have him come home for lunch." So we are losing some of our steady customers.

They are still with us on special occasions. I think that we all see that. We have the Bicentennial menus. We have various ways of enticing them to eat with us, at least part of the time.

I think that we are seeing a more fluctuating daily participation rather than a steady "purchase lunch every day" type of thing.

Chairman **Perkins**. The only way that we knew to do it, we have a wonderful lunch program going, and we have gotten it up to 26.5 million children in this country, on the elementary and secondary levels and this was to increase the level for the reduced price lunch.

We have gotten into that, as I stated, and this will, undoubtedly, take care of many middle-class families in this country. Within the next year, we are most anxious to see how that provision is going to work.

If you have six children, it is possible that the income may run up as high as $13,000, $14,000 or $15,000. I am anxious to see how many children we have. Of course, we have come, in the last 6 or 8 years, from about 2.3 million to about 10 or 12 million, but I am anxious to see whether that is going to jump up to 16 to 18 million in the next year or so, or 15 months, under this new provision.

As directors, do either of you anticipate a jump or an increase in the participants in the reduced price program under this new amendment that we passed last year, or do you feel that it will be that effective?

Mrs. Gravenmier. Perhaps our State would not see as great a jump as the State of Ohio, because statewide we have always had a requirement from the State department of education that each school district, in our case the county board of education, would provide a reduced-price meal at the level given. So we have always had that option for our youngsters.

Chairman Perkins. We had not given that option with the increased-income level?

Mrs. Gravenmier. I think that we will get more with some of the districts that had not previously offered the reduced-price meal at all. I am sure that there will be a great increase there.

Right at the moment, in October 1975, we had about 16,600 youngsters approved for a reduced-price meal. We certainly hope that many more will take advantage of the program.

The new income guidelines have been published. They have received wide circulation throughout the State. We are very anxious to see whether we will get a great increase.

Mr. Bevins. In Kentucky, I don't think that we are going to have a real substantial increase in the number of reduced-price meals. We will have a nominal increase, 2 to 3 percent, or something like that, which might be attributed to something else.

I think that it is as important, if not more, than the free bus ride.

be from people who might have heretofore been categorized as having a little bit too much pride to accept a handout. There are a lot of people that way.

In southeast Kentucky, we have more people who would be fundamentally eligible for a free or reduced-price meal, yet they are the low men on the totem pole. I can account for this in no other way than to say that people have pride, and they do not want to accept a handout.

Chairman Perkins. Let me say this to you. We entertain the same viewpoint, but my ideas and your ideas cannot convince the Congress. We have to look at another picture, and another angle realistically.

Under the program in Kentucky today it is $5,000 for the income level. Under the reduced price, it is $6,260 with you having the right to increase that $6,260 by 25 percent. When you increase that by 25 percent, that is going to take you up to $7,700, but here it is for a family of four.

Then you jump up to $10,000, and we have an acceleration provision of how to do it, a cost-of-living increase. If the cost-of-living increases, the income level automatically increases.

I thought that perhaps this would be bringing 10 to 15 percent the first year. If I am mistaken about that, we have done some poor figuring in Congress.

Mr. Bevins. I think that your figuring is all right. I think that it goes right down to the grassroots level. What people live by, and what they will accept.

Chairman Perkins. I know that. But you are not going to identify them. I would hate to see a school in this country today, as hard as we have worked in Washington, that would identify a student that received a free lunch, or a reduced-price lunch, or a regular lunch program.

I know that this is just not being done in Kentucky. I don't know that it is being done anywhere in the outlying areas. If it is being done, I think that we should correct it overnight.

This is one of the reasons I feel that this other approach has got to bring in more students in the reduced-price program, because of the increase in the income level. Maybe I am wrong.

Mr. **Bevin.** I hope it does. If it does, I am going to be the first one to tell you. I really hope it does.

Chairman **Perkins.** Has that regulation been put into effect in Kentucky; let me ask you that?

Mr. **Bevins.** Yes. We have done a good job on that.

Chairman **Perkins.** You mean the $9,770 for a family of four?

Mr. **Bevins.** Yes.

Chairman **Perkins.** Graduating up with the number of children in the family?

Mr. **Bevins.** It has already been announced, and we have the contracts back from the school districts that they will live with us.

Mrs. **Gravenmier.** Just about 10 days ago we sent a new supply of application forms—500,000 of them—to each individual school district that participates in the program. The schools are, at present, in the process of sending these home again with the children in the hopes of picking up more customers for our school lunch program.

I think that the problem is that many of our own State employees with large families, many of our teachers, even our school food personnel, actually fall within that income range, and they just don't want to sit with that piece of paper.

I can assure you that we do not identify our youngsters. As the supervisors will say, we work very, very hard on that. We see that the application is sent with the child to every home.

I think that it is just the fact that, here is this piece of paper, and as a parent I am going to sit down here and say what my income is. I have to write it up for somebody to read.

Chairman **Perkins.** I hated to sign that paper too, but I signed that paper in Washington for another reason. My child went to the Alexandria elementary school, and it was an impacted area school. They wanted to know my income, and I had to sign it, although I was a Government employee. They got paid for my child because I was a Government employee. They got paid about $750 for my child, and this is the same way here. I don't think that the parents would resent it, even though I would rather not have had to sign that paper.

I think that it is realistic, when you do the best that you can possibly do, and you don't have the universal free lunch program. Something that is as beneficial to Appalachia. I think that any parent will sit down, and take the time, and give his income on a little piece of paper, sign his name, and let it go back to the school. That is all there is to it.

I don't see anything wrong. I would never hesitate to do it. I had to do it for my son to be counted. That was a requirement. This was the way that they counted the impacted children, and the children who received impacted funds throughout the Nation.

Mr. **Neel.** May I make a statement and directly it is related to your point. I am not as familiar with your point as I should be.

The point that I would like to make is that I am basically a research and evalution person, having been in the school system for 20 years, eating in the school lunchroom at the local level with the children, and having followed the legislative procedures at the State level for several years.

I am fearful that in the decisionmaking process, that is the process that you are going through every day, that we do not have, from the local level, unbias, basic information we need to help us make the most effective decisions for expenditure of these funds.

When I say, unbias, I mean the population of local people, even children, responding to sophistically designed research studies, where you would get honest, actually beyond the shadow-of-a-doubt responses from the parents, the children, and the food service people at the local level in today's program.

The point is, I would recommend that you get this type of information which would help you in your daily decisionmaking process.

Chairman PERKINS. Let me say to you, Mr. Neel, that I have directed for the past 20 years, that the Department of Agriculture make studies. A study that was made suggested that the reason that the school lunch program was dropping was due to the high cost.

So, it gets back to lowering the cost, which we were unable to do. They killed our subsidy in the Senate of 5 cents on the regular program. Then, we took this other approach of increasing the income level for the reduced price meal.

I think that we now have the hard data, through the PTA organizations and others, I think we know that the price of the regular lunch program is too high.

We have had all the studies in the world before, but we could not sell the Congress on that point. We could not even sell the Congress. We gave up the 5 cents to keep it from being vetoed, and it was vetoed anyway. What good are studies going to do us under those circumstances?

I am eager to see what the participation will be in the next 16 months. You have the new regulations. You will have the figures, and you will be able to tell.

Mr. Hall?

Mr. HALL. Thank you, Mr. Chairman.

I apologize for having had to leave, and I may have missed some of the statements that might have been on my mind. You indicated that you have about 61 percent participation, but that you have higher participation on special occasions like the Bicentennial lunch, and Thanksgiving, Christmas, and such.

Have you determined a favorite meal through the week that they turn out for? What I want to get into the record is, what would you do to get more participation; what would be your suggestion?

Mrs. GRAVENMIER. I would heartily recommend the funding of nutrition education. We have found that participation holds steady in our State, and we feel that it is in result of some of the projects, particularly in the early education classrooms, and so on, where the youngsters largely taste the foods, and are involved, perhaps, in menu planning in many different ways.

We try to keep participation steady. This is why I am a little concerned when I begin to see it fluctuate. We saw this trend last year, but we attributed it, on a State level, to some of the controversies we had when schools were closed because of an unrelated issue of textbooks.

I think that we are noticing the same trend again, where the youngsters will tend to prefer certain days, and not be with us on other days.

Elementary schoolchildren listen to their parents. I think that we need more parents involved, and get them to understand that this is good pricing. The meals have gone up, but they are getting full value for the money.

Where we have involved people, we have seen an increase in participation. This has been true in our projects. The parents have helped to put on programs, and were very active in the nutrition projects in the schools.

Mr. HALL. You feel that the schools can do a lot more in educating people about nutrition?

Mrs. GRAVENMIER. Helping the parents.

Mr. HALL. I have no further questions.

Chairman PERKINS. I am still concerned about the reduced price amendment that we wrote into the law. If the director of West Virginia, and my own director are correct in stating that the increase will be only about 3 percent, I know that the calculations in Washington were terribly erroneous.

What the members who supported this provision had in mind was that all of the people who were directly involved would insure through outreach efforts that the people really know what it is that this provision entails.

If there is a family of six and the income level is $12,500, I think that the reduced price lunch program should jump from 12 million children up to 17 or 18 million in this next year. If I am wrong, I certainly want to do something to correct the situation in Washington.

I really believe that, and I think that these outreach efforts have to be pursued vigorously. Everyone should take advantage of it, but it was put in here particularly for the Appalachian area. I certainly hope that the Appalachian area will fully pursue it.

I am speaking to all the local people involved, who are in charge of this program. If it is not pursued, and we are unable to increase the subsidy for the regular program—then I would like to vote today to give all the children of this country, and I think that they are entitled to it, a universal school lunch program.

We have introduced regulations to that effect. We have improved this program. I don't think that many members have stayed with the program longer than the chairman and the members of the committee.

I just hope that this provision will work out better than my director feels that it will work out, and better than the director of West Virginia feels that it will work out. If it does not, then there is something terribly wrong, and we will have to make some corrections somewhere along the line.

Are there any further questions?

[No response.]

Chairman PERKINS. I am delighted with your appearance here today. You have been most helpful to the committee. We want to know the shortcomings as well as the good parts of this program. This is the only way that we can improve it.

I still feel that the reduced price lunch program will tremendously benefit the youngsters of this Nation, and that we should vigorously pursue it. Thank you.

Our next panel consists of Mr. Juett, superintendent of Ashland public schools, and Dr. William P. Eidson, superintendent of the Boyd County school system.

Dr. Juett, let me welcome you here this morning. As the superintendent of the Ashland public schools, we are most delighted to hear from you. We are also delighted to hear from Dr. Eidson concerning the effectiveness of the school lunch program in your school system. How it can be improved, and how you feel about it, and what the Congress should do about it.

STATEMENT OF DR. TILMAN JUETT, SUPERINTENDENT, ASHLAND PUBLIC SCHOOLS, ASHLAND, KY.

Dr. JUETT. The Ashland public schools operate food service programs in 11 schools, including 8 elementary, 2 junior high schools, and 1 senior high school. All schools offer the total food service program.

The Ashland food service program is operated on a centralized accounting system.

Mr. SIMON. Would you explain about the Ashland independent schools. I am confused by that phrase.

Dr. JUETT. The Ashland independent schools are located in the city of Ashland. They are independent from the board county district, and that is the reason.

Mr. SIMON. They are tax-supported schools. They are public schools.

Dr. JUETT. Yes.

The Ashland food service program is operated on a centralized accounting system. All supplies and equipment are purchased by bids. During the current year, our system has served as a pilot program in the use of full cost accounting.

Under this system, the director is made aware of his actual or true cost per meal. This system has also resulted in improved methods of inventory and stockroom arrangements.

Menus are planned by the director on a monthly basis. Suggestions from students and food service personnel are encouraged by the director. All meals are planned around the type A pattern that is suggested in the guidelines of the agreement with the Kentucky Department of Education.

Some elementary schools have been offering a choice of the regular lunch or a salad bowl and fruit plate. This has increased student participation. The average daily participation for elementary schools during the current year has been 71 percent. The systemwide participation for secondary schools has been 43 percent for the same period. The secondary schools are working to improve participation.

Four Head Start and two title VI preschool handicapped classes participate in the regular food service program through the use of vans to transport food to the satellite center.

The free and reduced cost meals subsidy has made it possible for many students to participate who would have otherwise gone through the day without breakfast and an adequate lunch.

Thirty-one percent of the students in the Ashland public schools are served free meals. About 3 percent are eligible for reduced price lunch. I have a table attached to my statement that will show you the breakdown of percentages of participation.

It is my considered opinion that the school food service program is a great service to the students and parents of the Ashland public schools. I would urge the Congress not only to continue the program, but to revise the requirements so that more boys and girls would qualify for free and reduced price meals.

This is the end of my statement.

Chairman PERKINS. Go ahead, Dr. Eidson.

STATEMENT OF DR. WILLIAM P. EIDSON, SUPERINTENDENT, BOYD COUNTY SCHOOL DISTRICT, CATLETTSBURG, KY.

Dr. EIDSON. I would like to preface my report by asking Congressman Perkins whether we are going to be able to get through this midwinter without daylight saving time being imposed upon us this year?

Chairman PERKINS. I just wish that I could answer that question.

When I first went to Congress, the farmers had a strong bloc in the Congress, and that was debated every year for some 5 or 6 years, until that farm bloc almost disappeared, and the workers wanted to get out earlier, then.

I am a farmer myself. Notwithstanding the daylight saving time feeling in Congress, it was not made permanent, but they just passed a law that left it up to the States. I don't know what will be the situation here in Kentucky this year. I wish I could tell you, but I just don't know.

Right now, the way that the law is written, it will prevail unless the general assembly changes it.

Dr. EIDSON. Thank you.

I represent the Boyd County school district, which consists of 10 schools, 9 of which have a school lunch program within the school. In one school, we do not have a lunch program within the school, but the children are bused to a neighboring school where they are given a lunch program.

I have divided my report in three parts. First I have a section relating to problems concerning the operation of the school lunch program within our school system.

We do not have a breakfast program within the Boyd County school system. We would like to have a breakfast program, but we are faced with a busing problem. The only way that we could operate a breakfast program would be to start picking up the children a half-hour earlier than they are now. So far this has not been acceptable to the people involved in the program.

A factor that hit us last summer concerns unemployment compensation for employees of the school system. The lunchroom workers, the same as other noncertificated employees, are eligible for summer compensation, unemployment compensation, and we are beginning to find that, because our lunchroom workers are answerable for some summer unemployment compensation, it is difficult to get them to work in summer programs, such as the summer Head Start program.

They find it more to their advantage to accept summer unemployment compensation than to get compensation by working.

Another factor that we have been hit with in Kentucky is the mandatory retirement system for all noncertificated employees effective July 1, 1976.

In order to finance the retirement system, the school system will be required to contribute to the retirement system 7.25 percent of the gross wages of each participating employee, which matches up to the percentage put up by the employee.

The 7.25 percent contribution comes from receipts from the lunchroom, as is done in the case of social security contribution, this would cause a tremendous additional burden on the financial condition of the lunchroom.

The new accounting system, the new cost accounting for the lunchroom may be well and good for accountants, but it is hindering some of our lunch personnel tremendously. I, myself, wonder sometimes if the matter of the work, keeping records, is not getting top priority over the matter of serving proper and wholesome lunches to the children.

The matter of pride has been touched on also by other school systems. We have some children who are too proud to accept a lunch. We have others whose parents are too proud to let them accept a lunch. We have overcome a lot of this in past years, but still it is a problem that is with us.

We have had a problem with the amount of commodities received. There are times when we have a need for more commodities of a more practical and usable nature, such as meat and flour, butter, vegetable oils, powdered milk, cheese and canned goods.

Naturally, if we are short on such items this causes a financial burden on the lunchroom.

Chairman PERKINS. How often are you short?

Dr. EIDSON. This has been a periodic thing, Congressman Perkins. I would not be able to tell you, offhand, how often this has happened, but there are times when we are short of these items.

Then, the matter of inflation has hit the lunchroom as it has hit all categories of business.

Then, there are times when there is a lag in receipt of reimbursement from the Government for lunches. Ordinarily this is not too great a problem. But between the time that the SL-4 forms are submitted and the reimbursement is received sometimes there is a difficult financial period.

Chairman PERKINS. I know that Washington is slow in making reimbursement at times. Why don't you let your own Congressman know about that, to see if we can put somebody on the ball. This thing should function more smoothly than you are telling us.

Dr. EDISON. Another factor which was brought to my attention is the matter of reimbursement allowed for extra food items sold. If a student eats two lunches, which some of our athletes do, we receive reimbursement for only one.

If there are extra items of food that are served, we do not always get reimbursed for the extra food items served.

Now for some of the accomlishments that we have made over the past year, one of the biggest, I feel, is the implementation of what was called the smorgasbord, and what I would call buffet.

We have this in one school, and we plan to implement it in a new school that we are opening in the fall. The students like this very much, and it is giving a great deal more freedom as to what the student may have on his plate rather than what is forced upon his plate.

We are grateful to the Federal Government for providing equipment in the various cafeterias. We still have some equipment needed.

We are not presently able to get it because we do not qualify with those particular schools.

Chairman Perkins. We had a time getting section 11 funds in, to the extent that it has been adequate. I presume that the State of Kentucky has done the very best they could with that section. People all over the country have not been able to get the money under section 11 that we think should be put there. We hope to do better.

Dr. Eidson. We feel that the food that we are permitted to serve now in the cafeterias makes us more competitive today with private restaurants, private hotdog and hamburger stands than was the case a few years ago.

For instance, we are serving milkshakes in our lunchrooms now. This has been a very popular item. A few years back, to serve milkshakes in the school lunchroom was unheard of.

In the matter of the free lunch, a school lunch without fee, or whatever, for all children, a few years ago we felt that this was in the immediate horizon. I have in my report that I have furnished to you, the fact that it may be a pipedream, but from what has been said today, maybe it is not a pipedream.

Chairman Perkins. Let me interrupt you at this point.

I hate to hear that your own Congressman would be in charge of a program, and you would feel that it was a pipedream.

I want to go over these figures again, regarding the free and reduced price lunch, because I was mistaken a while ago and my attorney has called it to my attention.

For the free lunch, the present figure is $2,580, and that can be increased 25 percent at the State level, up to $3.232. For your reduced price lunch, the figure is $5.040 presently, and that can be increased by 25 percent at the State level.

Now, for a family of two, your free lunch is $3.390, and for a family of three it is $4.200 and that can be increased up to 25 percent, if the State on its own initiative would do it, to make it $5,250.

For a family of three on the reduced price is $8.200. For a family of four the income level is $5.010 and that can be increased by 25 percent up to $6.260. For the reduced price lunch, it is $9.770.

For a family of five, for a free lunch, $5,750 and that can be increased by 25 percent at the State level up to $7,190. For the reduced price lunch, for a family of five, it is $11.210.

For a family of six, and this is in the bill, it is $6.490 and that can be increased by 25 percent at the State level up to $8.110. For the reduced price lunch, for a family of six, it is $12,650.

For a family of seven, $7.160 for a free lunch plus the 25-percent increase to make it $8,950. The reduced price lunch is $13,970 for a family of seven. This is going to take up a lot of people in the city.

Finally, for a family of eight, $7,830 for the free lunch, and that can be increased by 25 percent for a free lunch, up to $9,790. The reduced price lunch for a family of eight, it goes up to $15,280.

So there is no pipedreaming here. We have the funds, and we are going to have the funds in this bill. I suggest that you pursue this vigorously, and take advantage of these programs.

Dr. Eidson. We are.

I have concluded my report by saying that we, in eastern Kentucky, feel that we would like to have more input into the program. We would like to feel that we would have more input into any Federal program, not just the lunchroom program, but any Federal program, rather than the dictates being handed down to us from Washington.

Chairman **Perkins**. I have been handling this program for the past 20 years, and I certainly regret that I have not come down here and called on you more often.

Of course, I have tried to do the best I could for the people across the Nation, but I primarily had in mind the Appalachian area all through the years. I am delighted to be here today, to hear you testify, and to hear your views. We will try to make as many corrections as possible.

Dr. **Eidson**. I would also like to say, Congressman Perkins, that we feel the same way about Frankfort. We would appreciate having more input into what comes down to us from Frankfort also.

We like to feel that the programs should start at the grassroots level. Maybe we are a little different here in eastern Kentucky than what would be involved in the lunchroom program in San Francisco, or suburbs of Cleveland, or some other section of the country.

Chairman **Perkins**. I started at the grassroots level. I am a country boy. I was a plowboy in my own community. I have visited many schools in Boyd County and Big Sandy. Whenever I am here I try to eat in the lunchroom, but not as often as I would like.

In writing the legislation, when we ran out of commodities and when they first made that Russian grain deal, I, along with Congressman Quie, provided that if we could not get the commodities within a certain period of time, the Department of Agriculture was to give the States the cash to buy the commodities locally.

So, I don't think that we have left many stones go unturned.

In the future, you have suggested to me that we get more witnesses from this area, and I am going to see to it that you are invited. Perhaps I should come to this area more often to conduct hearings.

I hope that I will be invited back to this area to hold hearings and to hear the views of you good people on these questions.

I have always believed in the universal program because of the great amount of money that we have been spending overseas for food, approximately $6 billion. Unfortunately, the Congress will not go along with me.

I tried, along with Congressman Simon and Congressman Hall, to pass a bill for 35 cents on the floor of the House, where the regular program could not exceed that, but we could not pass it.

When we failed, I thought that I had been in Congress long enough to keep them from killing it. I wrote it off the bill. I took the bill off the floor, and I took it back with a 5-cent increase to keep the regular lunch program from increasing. We passed it, but the Senate threw that away on us in order to avoid a veto. But they vetoed the bill anyway.

So, we just came out of the thing last year just the best that we could. I feel that with this tremendous increase in the reduced price, going up to $15,280, and the free lunch for a family of eight going up to $9,790, and also we voted in the law many years ago that you could not charge more than 20 cents for a reduced price lunch.

I feel that with the provisions that we have written into this act over a period of years, that you could not identify a student. Make ways possible where he could not be identified, and to get this reduced price lunch expanded.

The increase in the reduced price lunch, since we failed on the other, will be of tremendous benefit to whole Appalachia area. If it is not, then I am going to be terribly disappointed.

I know something about the pride of our people. Many of them do not want to go to the lunchroom because they will not accept that free lunch. I believe that we have situations like that all over the country.

Another thing, I think that we should vigorously pursue this the best we can, and maybe sometime in the future, in the near future I hope, we can do something about this increase in the cost of the regular program that is driving schoolchildren out of the school lunch program.

We had all the evidence that we needed on that from the Department study, but still our colleagues in the Congress did not want to subsidize a lunch.

They said that the people in the $20,000 bracket, and the $15,000 bracket, and $25,000 were able to pay for it. The economy took precedence over the schoolchildren.

Dr. EIDSON. I just want to say, Congressman Perkins, certainly I don't want you to think, and I don't want the committee to think for 1 minute that we do not appreciate you and your committee for what you have done.

I will just close my report by making a supposition, and I might be entirely off-base. I will remark that it relates to the closed lunch, which we have to have.

I would not be greatly surprised to hear that some of the debatable decisions that have been handed down by the Supreme Court of the United States—I would not be greatly surprised if the Supreme Court should not rule that a closed lunch is discriminatory against private enterprise. Therefore, would declare it illegal.

Thank you very much.

Chairman PERKINS. If they rule that way, we could get a universal school lunch program passed.

Mr. Simon?

Mr. SIMON. Dr. Juett, I looked at the statistics in back of your statement. It shows that the Blazer school has 5-percent participation. As I look down the list of witnesses, it occurs to me that we have all the experts, but not the real experts.

Dr. JUETT. That is 5 percent free meals.

Mr. SIMON. That is correct, it is on there, 5 percent free meals.

Aside from that, I would like to ask, the five young people who welcomed us, are you members of the student council who are going to testify a little later?

Chairman PERKINS. Yes, they are going to testify later.

Mr. SIMON. Your question on daylight saving time, which you started off with, and I realize that this has nothing to do with your school lunches, is that because of when the students have to come out in the dark waiting for buses?

Dr. EIDSON. I thought that it was a weird and unreasonable thing to be done, to go to a daylight saving time in midwinter. I am all for daylight saving time if it starts in April, and closes off the last Sunday in October. That is acceptable. But, for God's sake, not in midwinter.

Chairman PERKINS. I want to say that I am 100 percent in agreement with you because I have seen too many kids at the side of the road an hour, or an hour-and-a-half before daylight.

Mr. SIMON. The second thing that you mentioned, the accounting system. I am curious, to what extent is this imposed by the Federal Government, and to what extent is it imposed by the State government. What are you complaining about, the Federal thing, or what?

Dr. EIDSON. Possibly Mr. Bevins would be much better informed and in a better position to talk to this than I.

Mr. SIMON. Mr. Bevins is here. Could you please respond to that question?

Mr. BEVINS. The accounting system that Dr. Eidson refers to is our interpretation of trying to carry out the mandate that Congress has given us, which says that the rate of reimbursement shall not exceed the need.

In other words, this is an attempt to keep the reimbursement for the free meals and the need by the local district to keep in line.

Now, there is a sophisticated system set up, and we have adopted ours from the USDA. What we are doing here in Kentucky, we are adapting that to the place where it will work, but also assure the local districts that if they can find a better way of improving the cost of the meal, they should use that.

They do not have to use our from. We have whittled them down from 25 pages to 17 pages. But the 17 pages are not mandatory. There is nothing mandatory about this, but we do want the local district to tell us specifically what the meals cost.

Now, the system that he is referring to, is objected to all across the State. But when they realize that they don't have to use our form, or our system, as long as they give us the information, then they back off from that.

Mr. SIMON. I will have to say that 17 pages does seem to be an awful lot.

Mr. BEVINS. I agree with you. It is. If they use our system, they don't have to use all 17 pages, only those that apply to them.

Mr. SIMON. Now, are there local school districts that are coming up with their own simplified accounting system, which you accept?

Mr. BEVINS. Yes, there are.

Mr. SIMON. I have no further questions.

Chairman PERKINS. Mr. Hall.

Mr. HALL. Thank you.

I guess that part of it has been covered.

You think, Dr. Eidson, that local superintendents should have more input into the program. You indicated in your testimony that you felt that the recordkeeping should be simplified.

I wondered if you could talk to that for a moment. We, in Congress, do not always know the best track to take either, and that is one of the reasons that we are here, to get some feeling on that.

How would you basically simplify the record?

Dr. EIDSON. When I was asked to come before the committee I remarked properly that the wrong person was being asked to appear. I am not really that informed as to the specifics.

I just get the reaction from our cafeteria people, and they remark in figurative terms that they are just scared to death of it. They are scared, and I am scared too, I suppose, of the details, Congressman Hall. But I would not be able to talk to that point.

Mr. HALL. Maybe it was not a good question, and I did not really mean to put you on the spot.

We, in Congress, are at this time—and I guess that is because of the election year shakes—getting a lot of letters, telegrams, and what-have you from people who are saying, "The President is getting considerable mileage out of getting the Government out of your hair, yet we have rules and regulations running out of our ears."

Then, they turn right around and say, "Well, you have to be more accountable." I don't know how you can be more accountable unless you demand some recordkeeping. So it is not easy from our vantage point either.

Dr. EIDSON. Of course, Congressman Hall, it is not just the lunchroom. It seems that we are just swamped with paperwork. I was mistaken in thinking, when we went to computers, that this would back off a lot of paperwork. But I have found that it has compounded rather than backed off.

Mr. HALL. I understand. I have no further questions. Thank you very much.

Mr. SIMON. I think that computers are used for not getting an answer from some agencies. Instead of speeding up the process, they slow up the process from time to time.

Thank you, Dr. Juett and Dr. Eidson.

Our next panel consists of Mrs. Juanita Kocio, director of the school food services, Ashland independent schools; Mrs. Jay Hicks, president, Ashland Council of PTA; Mr. Glen Riedel, principal, Raceland High School; Mr. Leo Osborne, director of the school food services for Greenup County schools; Mrs. Blanche Dingus, director, school food services, Floyd County schools; and Mrs. Noretta Johnson, director of the school food services for Pike County schools.

Unless you have some preference as to who should start off, I am going to call on the lady that I called first, Mrs. Kocio.

Chairman PERKINS. Let me say to Dr. Eidson, before he gets away that I want him to write me about the shortcomings, and I am going to keep in close contact with him in the future to see if we cannot work closely together.

Mrs. Kocio, would you start.

[Prepared statement of Juanita Kocio follows:]

PREPARED STATEMENT OF MRS. JUANITA KOCIO, FOOD SERVICE DIRECTOR, ASHLAND INDEPENDENT SCHOOLS

I have had the privilege of being associated with the National School Lunch Program since it was begun in 1946. There have been many improvements in operations and certainly increased cash subsidies. The U.S.D.A. Donated Food phase has become more practical and more abundant. The basic ideal of the school feeding program has never changed. The welfare of the child and basically the concept of using the lunch program as a laboratory for nutrition teaching is still the dominant aim.

The schools that I have worked with have always been aware of the child and his need for regular meals. Children who could not pay for a meal were fed and were not identified to their classmates by others. Now, this phase has been incorporated into a regulation that does give the program added cash subsidy for these students.

The simple method of having only a kitchen and students returning to their classroom to eat has advanced to multi purpose room dining with portable dining equipment. In some areas the effort to feed the student has had to become a satellite operation.

The School Breakfast Program, The Special Milk Program, The Free Milk Program and the School Lunch Program have become a part of the School Food Service pattern. All were incorporated to try to provide for the nutritional need of the student.

The Type A pattern which was set up at the beginning of the National School Lunchroom Program is still the basic pattern that is used today. The need to keep the nutritional welfare of the student in mind is still basic and this idea should be kept before those working with the School Food Service Programs.

FOOD SERVICE OPERATIONS OF ASHLAND INDEPENDENT SCHOOLS

The Ashland Independent School Food Service Program has eleven units. These schools consist of eight elementary schools, two junior high schools and a senior high school. All of these schools offer the total food service program to thei students.

All the programs in the schools in Ashland are operated according to the recommended guidelines as spelled out in an agreement with the Kentucky Department of Education, Division of School Food Services. The staff in these offices has given help in implementing all programs.

Ashland's Food Service Program is operated in a business like procedure. The system is a centralized operation. The weekly reports, bills, time sheets and bank deposits are sent to the business office. This office in turn handles all transactions. Guidance from the business administrator has helped to incorporate features to make for better operational procedures. The Ashland system has served as one of the "pilot programs" in the use of the business procedures of "Full Cost Accounting." This method guides in attaining all needed data to give the true meal cost of each breakfast, lunch, and special milk program.

This program has helped produce a better method of inventory and a more systematic arrangement of the storage areas.

In order to get the best quality product for the price all lunchroom supplies are purchased through a bidding process. The Business Administrator has given guidance in setting up proper procedures for this process. All supplies, food, and equipment are purchased through this procedure.

The school principal has the responsibility of the total school operation. The lunchroom manager is assigned the task of coordinating the food service program. The principal and the food service director give the needed guidance and assistance to operate the program.

The Food Service Director plans the menus on a monthly basis. The suggestions from students and managers are incorporated in planning. The menus are flexible enough to let each school adjust them to their individual area tastes. The National School Lunch Universal Menu was incorporated in the October menu plans, the Bicentennial menu theme has been included each month. All menus are based around the Type A Pattern that is recommended in the guidelines. In line with a hope to decrease "plate waste," three elementary schools are offering a choice of the regular lunch, a Salad Bowl and a fruit plate. This has also increased student participation. The elementary average daily participation for the current school year is 71%, on a school by school basis it varies from 55% to 89%.

The secondary schools are working to improve their participation. The salad bowl, and fruit plate are offered along with the regular planned menu. The system wide secondary participation is 43%.

There are other ideas that could be tried to hopefully increase participation. The cost of some of these innovations are not feasible with present facilities. Some kitchens and much equipment are not adaptable to the changes in preparation and service.

The local Parent Teacher Association sends the menus home each month. This lets the parents know what is offered daily.

Five local radio stations receive and read the school menus each day. This has been an excellent Community Service.

The Head Start Units are a part of our total school program and are a part of our regular food service program. This year we are experimenting with a satellite phase through their cooperation. This is giving us first hand data as the feasibility of trying this type of service on a larger scale.

A valuable phase of the Food Service Program is the free and reduced-price meal subsidy. The allotted funds for these meals has helped the schools serve a better and more varied menu. The food service operates under a ticket system and is available for all students and thus identify as to paying and free is unknown.

The food service program, like every other phase of the educational program, has felt the inflation crunch in the past two years. Meal cost to the student has remained the same in 1975–76 as it was in 1974–75. Student breakfast—15¢. Adult breakfast 35¢. Elementary lunch—45¢, junior and senior high lunch 50¢, adult lunch 65¢, student milk 5¢, and adult milk 10¢.

There are some very pressing problems in keeping the program operating effectively. The need for replacement of worn out equipment, updating of kitchens, and addition of equipment is very current. There can be very little money allotted to this and still maintain the quality.

The Ashland Food Service program prepares an average 48000 student lunches per month and 19508 student breakfasts. There are 15272 free meals per month, 716 reduced price per month.

The average cost of operations per 22 day month, as carried by the Food Service Program is:

Food	$19, 030
Milk	11, 320
Labor (51 employees)	15, 840
Other costs (detergents, napkins, straws—maintenance of equipment, replacement of small equipment)	2, 508
Total	48, 698

* Bicentennial Lunch

MENUS - ASHLAND PUBLIC SCHOOLS **MONTH** March, 1976

Breakfast	Lunch
1 Orange Juice Cereal Toast - Butter - Jelly ½ Pint Milk	Hamburger on Bun - Catsup Pickle - Onion - Sliced Tomato French Fried Potatoes - Catsup Tossed Salad or Green Vegetable ½ Pint Milk Frosted Peanut Butter Square
2 Chilled Fruit Boiled or Scrambled Egg Biscuit - Butter ½ Pint Milk	Spaghetti with Meat Sauce Buttered Green Beans or Peas Carrot Cabbage Salad or Citrus Fruit Cup Cheese Roll - Butter ½ Pint Milk Vanilla Cookie
3 Chilled Fruit Punch Cereal Glazed Cinnamon Roll - Butter ½ Pint Milk	Grilled Cheese Sandwich Pickle Chips Buttered Vegetable Jellied Fruit Cup or Cole Slaw ½ Pint Milk Iced Chocolate Square
4 Oven Fried Apple Slices Sausage Patty Biscuit - Butter ½ Pint Milk	* Bicentennial Lunch Melting Pot Stew (Beef Stew with Vegetable) Dutch Deligh (Waldorf Salad) English Crumpets)(Baking Powder Biscuit)- Butter Chinese Almond Cookie Settler's Milk
5 Orange Juice Omelet Toast - Jelly - Butter ½ Pint Milk	Seaburger - Tartar Sauce Macaroni and Cheese Buttered Green Vegetable or Garden Salad ½ Pint Milk Fruit Cup

MENUS - ASHLAND PUBLIC SCHOOLS

MONTH March, 1976

Breakfast		Lunch
Chilled Fruit Juice Cereal Gazed Cinnamon Roll ½ Pint Milk	8	Beef Barbecue On Bun Carrot - Cabbage Slaw French Fried Potatoes - Catsup Peach - Pineapple Upside Down Cake ½ Pint Milk
Chilled Fruit Omelet Biscuit - Butter ½ Pint Milk	9	Corn Dog - Mustard Buttered Vegetable Citrus Fruit Cup ½ Pint Milk Peanut Butter Bar
Orange Juice Cereal Iced Coffee Cake ½ Pint Milk	10	Chili Con Carne Crackers Tossed Garden Salad Apple - Peach Cobbler or Fresh Fruit Wedges ½ Pint Milk
Cinnamon Apple Sauce Sausage Patty Biscuit - Butter ½ Pint Milk	11	Cheeseburger on Bun Pickle - Onion French Fried Potatoes - Catsup Fruited Gelatin ½ Pint Milk Brownie
Chilled Fruit Punch Cereal Cinnamon Toast - Butter ½ Pint Milk	12	Crispy Fried Chicken Glazed Sweet Potatoes - Cranberry Sauc Buttered Green Vegetable or Green Salad Roll - Butter ½ Pint Milk Ice Cream

MENUS - ASHLAND PUBLIC SCHOOLS

MONTH March, 1976

Breakfast	Lunch
15 Orange Juice Omelet Toast - Jelly - Butter ½ Pint Milk	Hot Dog on Bun with Meat Sauce Buttered Green Vegetable or Cole Slaw F. F. Potatoes - Catsup ½ Pint Milk Betsy Ross Cookie
16 Chilled Fruit Punch Cereal Glazed Cinnamon Roll ½ Pint Milk	Pizza Buttered Corn Fruit Salad ½ Pint Milk Fudge Cookie
17 Fruit Scrambled Egg Biscuit - Butter ½ Pint Milk	St. Patrick Day Menu Country Steak and Brown Gravy Mashed Potatoes - Buttered Peas & Carrots Lime Gelatin Fruit Salad Roll - Butter ½ Pint Milk St. Patrick Day Cookie
18 Orange Juice Cereal Frosted Coffee Cake - Butter ½ Pint Milk	Grilled Cheese Sandwich - Pickle Buttered Vegetable Citrus Fruit Cup ½ Pint Milk Brownie
19 Cinnamon Apple Slices Sausage Patty Biscuit - Butter ½ Pint Milk	Vegetable Soup - Crackers ½ Peanut Butter Sandwich ½ Turkey Sandwich Fruit Wedges ½ Pint Milk Pumpkin Pie with Topping

MENUS - ASHLAND PUBLIC SCHOOLS MONTH March, 1976

Breakfast		Lunch
Orange Juice Omelet Biscuit Jelly Butter ½ Pint Milk	22	Ladies Day Special Amelia Earhart Adventure (Spaghetti with Meat Sauce) Louisa May Alcott Classic (Green Beans) Eleanor Roosevelt's Choice (Roll & Butter) Marian Anderson's Aria (Fruited Gelatin and Peanut Butter Cookie) Carry Nation's Spirits (Milk)
Chilled Fruit Cereal Cinnamon Roll ½ Pint Milk	23	Corn Dog - Mustard F. F. Potatoes - Catsup Tossed Salad ½ Pint Milk Chocolate Velvet Pudding
NO	24	SCHOOL
NO	25	SCHOOL
NO	26	SCHOOL

MENUS - ASHLAND PUBLIC SCHOOLS

MONTH March 29-31, 197

Breakfast		Lunch
Orange Juice Scrambled Egg Toast Jelly Butter ½ Pint Milk	29	Hamburger on Bun Onion - Pickle - Shredded Lettuce French Fried Potatoes - Catsup Citrus Fruit Cup ½ Pint Milk Pumpkin Cake
Chilled Fruit Cereal Cinnamon Roll ½ Pint Milk	30	Kentucky's Special Sausage Patty Fried Apples - Green Beans Orange Juice Biscuit - Butter ½ Pint Milk Fudge Cookie
Chilled Fruit Punch Omelet Biscuit Jelly Butter ½ Pint Milk	31	Oven Fried Chicken Mashed Potatoes - Cranberry Sauce Garden Salad Roll - Butter ½ Pint Milk Frosted Applesauce Cake

STATEMENT OF JUANITA KOCIO, DIRECTOR, SCHOOL FOOD SERVICES, ASHLAND INDEPENDENT SCHOOLS

Mrs. Kocio. I have worked with the school food service ever since it has been in existence as part of the school lunch program. I began working with it when it was first introduced by Congress in 1946.

So, I have seen it grow from a very simple operation to a very different type of operation today. Dr. Juett, who is my superintendent, has already told you some things about our school system.

We do not have the smorgasbord. We have not been able to implement this kind of program yet. We do have three of our elementary schools attempting to cut down on plate waste by offering a salad bowl, still within the type A pattern, and a fruit plate, still within the type A pattern.

There are two junior high schools, and two senior high schools which already have tried these, too.

Even with this approach, we do not have the participation that we would like to have. But hopefully this will come at the proper time.

If you will look at the next to the last page of my statement, it will tell you that the school lunches for the elementary school child are 45 cents, and the school lunches for the junior and senior high students are 50 cents.

We do have the breakfast program. We have the special milk program, and then the milk program that goes along with the free lunch.

I worked with the school lunch program long before we were paid for free and reduced price meals, and we managed as best we could to feed every child that needed it, whether we got subsidy for it or not.

I feel that this has been one of the greatest things that has happened, Congressman Perkins. We have just started the change in the reduced price lunches, and I think that within 2 months we will see a great increase in the participation.

Chairman Perkins. You mean that it will be a higher percentage than has been referred to?

Mrs. Kocio. Yes.

Chairman Perkins. It is going to depend on you people, the food service people.

Mrs. Kocio. We are already going out to the principals, and we will be starting this this month.

Chairman Perkins. Do you realize that for a family of eight, it would go as high as $15,280. The free lunches go as high as $9,790.

Mrs. Kocio. I think, like you, that it does come back to us.

Chairman Perkins. We have an escalator clause tied to this, as the cost of living goes up this income figure automatically goes up.

Mrs. Kocio. This is all I have to say.

Chairman Perkins. I don't want to keep interrupting.

Mrs. Jay Hicks, president of the Ashland Council of PTA.

STATEMENT OF MRS. JAY HICKS, PRESIDENT, ASHLAND COUNCIL OF PTA

Mrs. Hicks. I am delighted to be here to help in this food service program in any way that I can. I represent all the PTA units in Ashland, and I have here my first vice president and councilman, who is also with the ninth district PTA.

Ms. Dingus here is our ninth district PTA president. So we are all in agreement and in accord with this program.

The Ashland Parent and Teachers Association is very much in favor of the school food service program, and we feel that it does answer a need. Most of all, it helps the children, children who would have very little to eat if there was not a food service program.

The help that is given to those who cannot afford to pay for lunch or breakfast, this is very important for the nutrition of a child because otherwise they would not get nutrition at all. The children benefit from this.

The Ashland Council of Parent and Teachers Association feels that these programs are effective, and do much to help the child, and encourage the interested parents in trying harder to keep the child in school. It also helps the child to have a balanced meal that they may not get at home.

The parent and teachers association sends these menus home to the parents each month, this lets them know what is offered daily at the school. Helping children, and looking out for their welfare is what the parent and teachers association is all about.

The ninth district PTA has supported you on the food service program in the past, and we will help you to support it in the future. Whatever you will ask the PTA to do, we will help you, and we will back you.

Thank you.

Chairman PERKINS. Thank you.

Next we have Mr. Glen Riedel, principal of the Raceland High School.

STATEMENT OF GLEN RIEDEL, PRINCIPAL, RACELAND HIGH SCHOOL

Mr. RIEDEL. Thank you, Congressman Perkins, and panel members. You have my little brochure, and I would like to state a couple of things.

First of all, Congressman Perkins, I think that your increase in reduced lunches has already been implemented in our system. As a matter of fact, I have four new students who have gone on the program this week. So don't feel that it is not going to work, because it is, and this is just for Raceland High School, and the Raceland Board of Education.

On my little outline, there are several things that I would like to talk about.

First of all, I am the principal of a high school, grades 7 through 12, with 450 students. Up until this present year, we also, as far as the cafeteria, one elementary school, grades 1 through 6. This year, the elementary school has its own cafeteria, and I have nothing but the high school.

A little bit of background—prior to 1972, the Raceland High School cafeteria did a 40-percent business. At the present time, January 1976, we have increased that to over 70 percent participation in our closed lunch program.

The reason why we did achieve this 70 percent participation is because of a closed lunch program. Before 1972, we had an open lunch, and the participation was very low.

As far as our accomplishments, I want to put a feather in our cap.

As far as the objectives are concerned, the objectives of our program are to meet every student's need with either a reduced price or a free lunch. We want to have all 450 kids eat. Of course, we are silly to imagine 450 kids eating, because some of them are not going to like the menu.

By the way, in the outline I have a menu for you to look at, which we sent to the State department each month. So you can get some idea of what the meals are at Raceland High School.

Again, the objective is to feed all students either a free, reduced, or a paid lunch. Our paid lunch is 50 cents for the high school students.

Now, probably the major problems in sustaining a self-contained cafeteria—when I say ~~a~~ self-contained cafeteria, I am talking about the fact that we make our own money, and the board of education does not contribute one dime. I am in the red, and I have to continually strive to get in the black.

I have done everything in my power, and being a high school principal, I don't know anything about nutrition unlike these ladies who are professionals. I know what looks good to me. I know that sauerkraut and wieners will not get the job done of feeding high school students in the school cafeteria.

I also know that hamburgers, hotdogs, french fries, and onion rings will surpass all expectations. This is the situation, and we cannot do this with a type A lunch.

Now, looking at the problems of a self-sustained cafeteria, first of all it is the finances. The cost of food is spiraling every day. Sometimes you try to get a little perspective, and you try to jump on these food producers, and these wholesalers. You try to find out in advance what the prices are going to be. Then, they come back the next week and say that they have gone up 10 cents on the commodity that I really like.

In order to keep the 300 to 310 kids eating each day, out of 450, I am going to have to buy that product, because the kids will not just eat anything, there is no way.

We do have, I think, good quality food. This is the thing.

The minimum wages are going up every year. They are going up to $2.30 next year, this coming July 1, I believe. We try to keep our wages above the minimum wage. We pay our cooks 20 cents above the minimum wage, and we pay our other cooks 10 cents above the minimum wage.

So the salaries keep going up, and I keep putting more money into the cooks and things of this nature. So this is another problem that I am facing for which I am not getting any income back whatsoever.

The commodity supplies, Mr. Bevins being involved in the State of Kentucky, I think that commodities are probably the lifeline of any cafeteria program.

I know that Congressman Perkins said that 2 years ago, when the commodity supply stopped, or slowed down, we had cash reimbursement. That was great, but that certainly did not fulfill our needs.

If the committee is going to make a new recommendation, we need more commodities than we do actual cash.

Chairman PERKINS. Let me say at this point that the Department of Agriculture had tried to get out of the commodity business altogether. We would not let them out. We put a provision in the law stipulating that when the commodities were available, they had to do the purchasing.

They can procure commodities much cheaper by purchasing on the wholesale level than the local people. We thought that this was a great savings, and we would not let them out of the commodity business, even though they tried to opt out in every way in the world that they could possibly go. We kept it in the law.

Mr. RIEDEL. That is great because without that, no cafeteria in the country, I don't think, could function, not at all, and be halfway decent.

As far as meat, and things of this sort, the volume of trade for a small high school, like our high school, is another thing. If you are going to have a successful program, even if you are going to feed 70 percent of your students every day, you have to have volume. Three hundred kids will not provide enough income, and about 83 free students, and about 20 reduced students, will not provide enough income for you to meet all your bills and all your requirements.

So volume is one of our problems, the volume of trade. Of course, the greatest disadvantage to our high school cafeteria, probably, is doing the speaking. Like I said before, I supervise all aspects of our high school cafeteria. We have no dietician, and we have no cafeteria supervisor as such. The principal is in charge.

I devote more of my activities to try to have a good cafeteria program, and getting the kids to participate than I do many other aspects of the high school that the principal should be involved in.

I am not an expert on nutrition. I am pretty good size, and I know what I like to eat, and what looks good, but I am not an expert. As far as having the greens and this and that each day, I have to rely on a lot of other people.

I do rely on our students in the high school because they complain a lot because they don't have some of the other products necessary, they think.

We do rely on the students, custodians, anybody that will give us some idea of what to have for a good meal.

I believe, in closing, Congressman Perkins, if it were not for the aid that is given to the high schools, elementary schools, vocational schools, we could not sustain any type of program whatsoever.

It would be inadequate if we did not receive funds. It would be inadequate if we did not receive commodities. Just like the curriculum, if you are going to have an inadequate curriculum, you are going to have inadequate kids.

If you have inadequate food services, the same thing is going to happen to the kids. The kids are going to be inadequate also. They will never make it to 2:30 or 3 o'clock on snacks, milkshakes and things like that.

I disagree with Dr. Edison on the idea of milkshakes in school. If a child cannot afford anything like this, he can get a free lunch. I am certainly against any snacks of any type in the school for many reasons, but primarily for nutrition. Thank you.

[Information submitted by Glen Riedel follows:]

RACELAND HIGH SCHOOL LUNCH PROGRAM

I. Background

October, 1972, Raceland High School was introduced to a closed lunch program. The school lunch program for the 1971-72 year had 40% participation which not only included the 450 high school students, but also approximately 180 elementary students (1-6). This closed program was the first step in upgrading the school lunch program.

II. Objectives and Goals

It is our firm belief that the most important objective of the school lunch program is to offer to all students (K-12) the opportunity to participate, whether free, reduced, or paid, in at least one hot, nutritional meal per day. We strive (administrators and teachers) to reach all students who we feel are not getting the proper diet at home and who cannot afford to pay for their meals.

III. Accomplishments

As stated in our objectives, creating the opportunity for the student to participate is a prime goal. This we are doing. We have gone from a participation at the high school of 40% to a present eating level of 70%.

We have increased our participation basically because of three things: First, the closed lunch which permits only students living within walking distance or those picked up by parents to leave the campus. Secondly, the menu (check chart) which is constantly being revised and discussed with input from students, teachers, and other school personnel. We try to give to the students their favorite foods, sizable quantity, and still continue to give a Grade A lunch. And thirdly, the facilities. This item probably has been improved more than any other. The outline below will give some indication of the facility improvement.

A. Equipment

1. Florescent lighting
2. Round tables
3. Curtains - windows and stage
4. Stoves - non-food assistance
5. Deep freezer
6. Heat lamp warmer
7. Paint conducive to an eating atmosphere
8. Deep fryers
9. Dishwasher - non-food assistance

B. Three lunch periods -- each lunch period serves approximately 150 students. The lunch period is thirty minutes in length. No student must wait in line longer than fifteen minutes.

IV. Problems of a self-sustaining cafeteria

A. Finances

1. Cost of food
2. Wages - We are presently paying ten to twenty cents above minimum wage. This will increase proportionately to rise in minimum wage.

B. Commodity supplies

The commodity supply is basically, in my opinion, the major life saver of a cafeteria program. The problems concerning the commodity program is not knowing the supplies to be received at the beginning of the school year and also the time in which we receive them (example: receiving turkeys after Thanksgiving).

C. Volume of trade

In our situation, even though we are operating above 70% participation, the number of students eating compared to the amount being served and the volume of cost, it is extremely difficult to stay in the black.

D. Qualified supervisors

In our cafeteria structure the principal is responsible for cafeteria operations. He must supervise the overall operations and planning. I am not qualified, other than common sense, in creating good nutritional meals each day. I spend as much time in cafeteria planning and supervising as I do in all other facets of the school program.

E. Over concern

I believe that there is a definite over concern by federal and state agencies concerning the implementing of the free lunch program. In our program all students who receive the free lunch (ticket method) are known by the other students. There are no feelings exerted by the students in any way toward the free or reduced lunch students. We are trying to conceal lower income at the school level but nothing is said at the adult level.

V. Summary and Opinions

The hot lunch program is on the same scale as administrators, teachers, and curriculum of a school. In order for a student to grow mentally and physically, all must function.

Raceland High School's Lunch Program could not function if the federal government did not subsidize in the manner in which it does. Not only would inadequate products be used, inadequate facilities would flourish, and inadequate preparation would abound. All of this would certainly create an inadequate child.

I believe with the spiraling inflation of all items related to the school food program the most important item that should be considered would be the increase in commodity foods. Money would help, but as more money would come to the schools, the prices would increase to the schools.

As a high school principal I am very thankful for the hot lunch program. I am sure that one day this program will have paved the way for a Congressman, Senator, or a President.

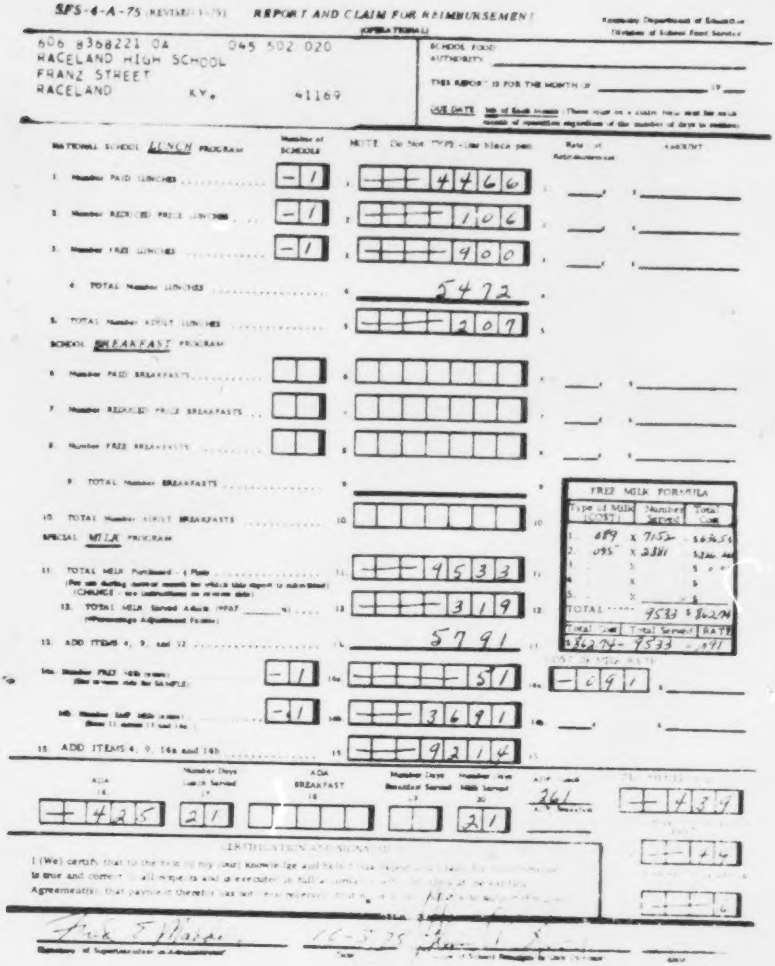
VI. Charts

Menu - November, 1975

Reimbursement claims

Financial Statement - Raceland High School,
August, 1975 - January, 1976

Cost Accounting



SFS-4-A-75 (REVISED 1-75) **REPORT AND CLAIM FOR REIMBURSEMENT** (OPERATIONAL)

Kentucky Department of Education
Division of School Food Service

606 8368221 0A 045 502 020
RACELAND HIGH SCHOOL
FRANZ STREET
RACELAND KY. 41169

SCHOOL FOOD AUTHORITY ____________

THIS REPORT IS FOR THE MONTH OF ____________ 19__

DUE DATE [illegible]

NOTE: Do Not TYPE - Use black pen

NATIONAL SCHOOL *LUNCH* PROGRAM	Number of SCHOOLS		Rate of Reimbursement	AMOUNT
1. Number PAID LUNCHES	1	4466	____	$ ____
2. Number REDUCED PRICE LUNCHES	1	106	____	$ ____
3. Number FREE LUNCHES	1	900	____	$ ____
4. TOTAL Number LUNCHES		5472		
5. TOTAL Number ADULT LUNCHES		207		
SCHOOL *BREAKFAST* PROGRAM				
6. Number PAID BREAKFASTS			____	$ ____
7. Number REDUCED PRICE BREAKFASTS			____	$ ____
8. Number FREE BREAKFASTS			____	$ ____
9. TOTAL Number BREAKFASTS				
10. TOTAL Number ADULT BREAKFASTS				
SPECIAL *MILK* PROGRAM				
11. TOTAL MILK Purchased - ½ Pints (For use during current month for which this report is submitted) (CHANGE - see instructions on reverse side)		9533		
12. TOTAL MILK Served Adults (PAF ____%) (Percentage Adjustment Factor)		319		
13. ADD ITEMS 4, 9, and 12		5791		
14a. Number FREE Milk (see reverse side for SAMPLE)	1	51	.091	$ ____
14b. Number SMP Milk (Item 11 minus 13 and 14a)	1	3691	____	$ ____
15. ADD ITEMS 4, 9, 14a and 14b		9214		

FREE MILK FORMULA

Type of Milk (COST)		Number Served	Total Cost
1. .089	x	7152	$636.53
2. .095	x	2381	$226.[illegible]
3.	x		$
4.	x		$
5.	x		$
TOTAL		9533	$862.74

Total Cost	Total Served	RATE
$862.74 ÷	9533	= .091

COST OF MILK RATE

ADA 16	Number Days Lunch Served 17	ADA BREAKFAST 18	Number Days Breakfast Served 19	Number Days Milk Served 20	ADP Lunch	
425	21			21	261	439

ADP Breakfast ____

44

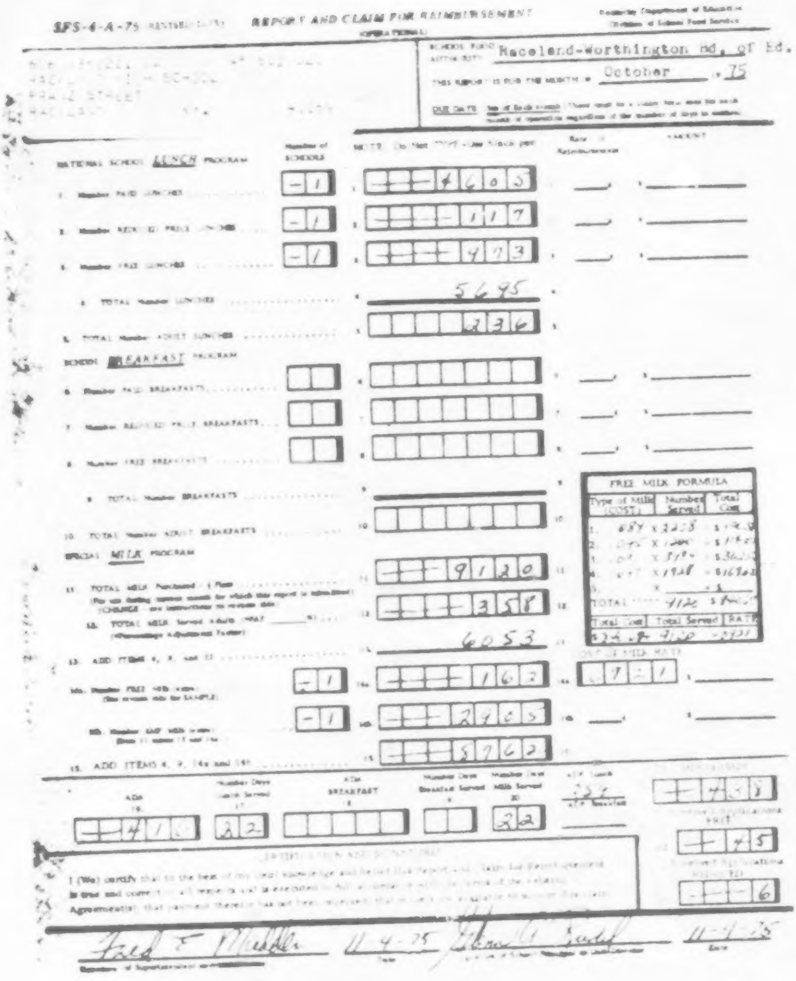
6

CERTIFICATION AND SIGNATURE

I (We) certify that to the best of my (our) knowledge and belief this report and claim for reimbursement is true and correct in all respects and is executed in full accordance with the terms of the existing Agreement(s); that payment therefor has not been received; that [illegible]

Frank E Mason 10-3-75

Signature of Superintendent or Administrator Date Signature of School Manager in Lieu [illegible] Date



SFS-4-A-75 [illegible] **REPORT AND CLAIM FOR REIMBURSEMENT**
(OPERATIONAL)

Kentucky Department of Education
Division of School Food Service

[illegible]
[illegible] SCHOOL
[illegible] STREET
RACELAND [illegible]

SCHOOL FOOD AUTHORITY Raceland-Worthington Bd. of Ed.
THIS REPORT IS FOR THE MONTH OF October, 19 75
DUE DATE [illegible]

NOTE: Do Not TYPE - Use black pen

	Number of SCHOOLS		Rate of Reimbursement	AMOUNT
NATIONAL SCHOOL LUNCH PROGRAM				
1. Number PAID LUNCHES	-1	1. ---4605		$
2. Number REDUCED PRICE LUNCHES	-1	2. ----117		$
3. Number FREE LUNCHES	-1	3. ----973		$
4. TOTAL Number LUNCHES		4. 5695		
5. TOTAL Number ADULT LUNCHES		5. 236		
SCHOOL BREAKFAST PROGRAM				
6. Number PAID BREAKFASTS		6.		$
7. Number REDUCED PRICE BREAKFASTS		7.		$
8. Number FREE BREAKFASTS		8.		$
9. TOTAL Number BREAKFASTS		9.		
10. TOTAL Number ADULT BREAKFASTS		10.		
SPECIAL MILK PROGRAM				
11. TOTAL MILK Purchased - ½ Pints (For use during current month for which this report is submitted) (CHANGE - see instructions on reverse side)		11. ---9120		
12. TOTAL MILK Served Adults [illegible] (Percentage Adjustment Factor)		12. ----358		
13. ADD ITEMS 4, 9, and 12		13. 6053		
14a. Number FREE Milk [illegible] (See reverse side for SAMPLE)	-1	14a. ----162	14a. .0721 [illegible]	$
14b. Number [illegible] Milk [illegible] (Item 11 minus 13 and 14a)	-1	14b. ---2965		$
15. ADD ITEMS 4, 9, 14a and 14b		15. ---5762		

FREE MILK FORMULA		
Type of Milk (COST)	Number Served	Total Cost
1. .087	x 2235	= $ [illegible]
2. .095	x 1200	= $ [illegible]
3. .0[illegible]	x 3[illegible]	= $ 36[illegible]
4. .0[illegible]7	x 1928	= $ 169[illegible]
5.	x	= $
TOTAL	9120	$ [illegible]
Total Cost	Total Served	RATE
$ [illegible]	9120	= .0721

COST OF MILK RATE

ADA 16.	Number Days Lunch Served 17.	ADA BREAKFAST 18.	Number Days Breakfast Served 19.	Number Days Milk Served 20.	ADP Lunch	ADP Breakfast
--41[illegible]	22			22	259	

[illegible] --438

[illegible] Applications FREE
--45

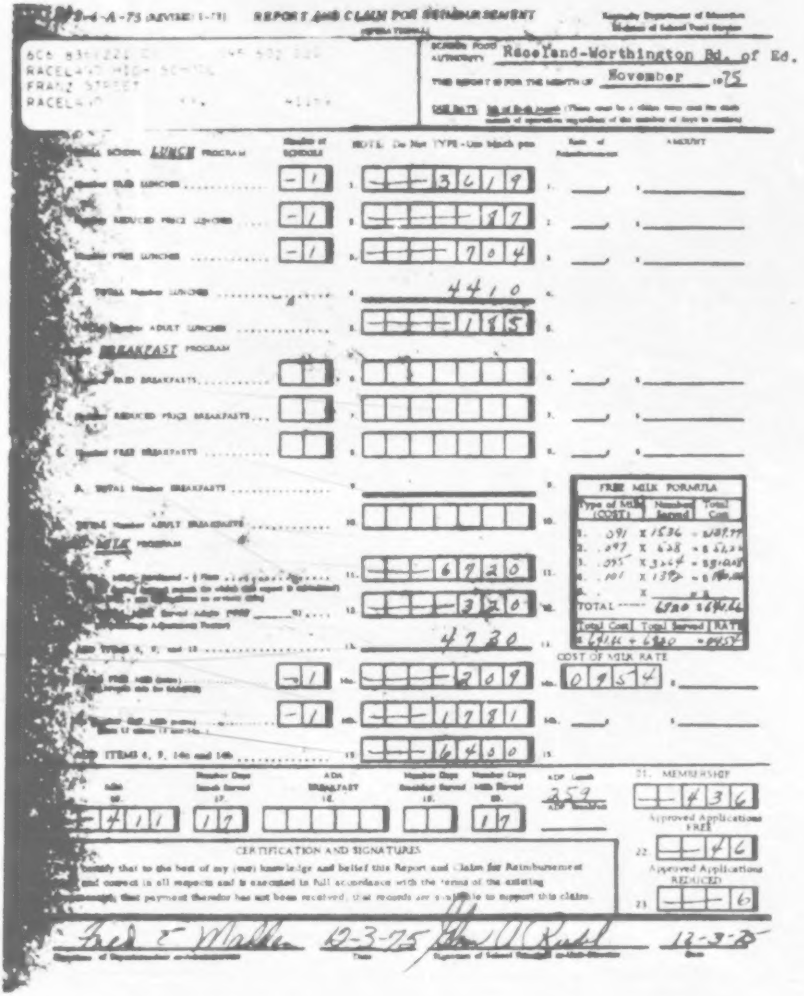
[illegible] Applications REDUCED
---6

CERTIFICATION AND SIGNATURE

I (We) certify that to the best of my (our) knowledge and belief this Report and Claim for Reimbursement is true and correct in all respects and is executed in full accordance with the terms of the existing Agreement(s); that payment therefor has not been received; that records are available to support this claim.

Fred E. Mu[illegible] 11-4-75
Signature of Superintendent [illegible]
Date

Glenn [illegible] 11-4-75
Signature of School Manager or [illegible]
Date



SF-6-A-75 (REVISED 1-75) REPORT AND CLAIM FOR REIMBURSEMENT

Kentucky Department of Education
Division of School Food Services

606 83?1221 ?? 045 502 ???
RACELAND HIGH SCHOOL
FRANZ STREET
RACELAND KY. 41169

SCHOOL FOOD AUTHORITY Raceland-Worthington Bd. of Ed.

THIS REPORT IS FOR THE MONTH OF November 1975

	Number of Schools	NOTE: Do Not TYPE - Use black pen	Rate of Reimbursement	AMOUNT
LUNCH PROGRAM				
1. Number PAID LUNCHES	1	3619		$
2. Number REDUCED PRICE LUNCHES	1	87		$
3. Number FREE LUNCHES	1	704		$
4. TOTAL Number LUNCHES		4410		
5. Number ADULT LUNCHES		185		
BREAKFAST PROGRAM				
6. Number PAID BREAKFASTS				$
7. Number REDUCED PRICE BREAKFASTS				$
8. Number FREE BREAKFASTS				$
9. TOTAL Number BREAKFASTS				
10. TOTAL Number ADULT BREAKFASTS				
MILK PROGRAM				
11.		6720		
12.		320		
13. ADD ITEMS 4, 9, and 12		4730		
14a.	1	209	COST OF MILK RATE 0954	$
14b.	1	1781		$
15. ADD ITEMS 4, 9, 14a and 14b		6400		

FREE MILK FORMULA

Type of Milk (COST)	Number Served	Total Cost
1. .091	x 1536	= $139.77
2. .097	x 628	= $ [illegible]
3. .095	x 3264	= $310.08
4. .101	x 1392	= $ [illegible]
5.	x	= $
TOTAL	6820	$641.64

Total Cost	Total Served	RATE
$641.64 ÷ 6820		= .09454

ADA 16.	Number Days Lunch Served 17.	ADA BREAKFAST 18.	Number Days Breakfast Served 19.	Number Days Milk Served 20.	ADP Lunch	ADP Breakfast
411	17			17	259	

21. MEMBERSHIP 436

Approved Applications FREE
22. 46

Approved Applications REDUCED
23. 6

CERTIFICATION AND SIGNATURES

I certify that to the best of my (our) knowledge and belief this Report and Claim for Reimbursement is true and correct in all respects and is executed in full accordance with the terms of the existing agreement; that payment therefor has not been received; that records are available to support this claim.

Fred E. Walker 12-3-75 12-3-75

SFS-4-A-75 (REVISED 1-75) **REPORT AND CLAIM FOR REIMBURSEMENT** (OPERATIONAL)

Kentucky Department of Education
Division of School Food Services

E36 8368221 34 145 502 024
RACELAND HIGH SCHOOL
FRANZ STREET
RACELAND KY. 41169

SCHOOL FOOD AUTHORITY: Raceland-Worthington Bd. of Ed.

THIS REPORT IS FOR THE MONTH OF: December, 19 75

DUE DATE: 5th of Each month (These must be a claim form sent for each month of operation regardless of the number of days in session)

NOTE: Do Not TYPE - Use black pen

	Number of Schools		Rate of Reimbursement	Amount
SCHOOL *LUNCH* PROGRAM				
1. Number PAID LUNCHES	1	3329		$
2. Number REDUCED PRICE LUNCHES	1	78		$
3. Number FREE LUNCHES	1	652		$
4. TOTAL Number LUNCHES		4059		
5. TOTAL Number ADULT LUNCHES		135		
SCHOOL *BREAKFAST* PROGRAM				
6. Number PAID BREAKFASTS				$
7. Number REDUCED PRICE BREAKFASTS				$
8. Number FREE BREAKFASTS				$
9. TOTAL Number BREAKFASTS				
10. TOTAL Number ADULT BREAKFASTS				
SPECIAL *MILK* PROGRAM				
11. TOTAL MILK Purchased - ½ Pints (For all during current month for which this report is submitted) (OPTIONAL - see instructions on reverse side)		5419		
12. TOTAL MILK Served Adults (HALF ____ %) (Percentage Adjustment Factor)		227		
13. ADD ITEMS 4, 9, and 12		4286		
14a. Number FREE Milk (pints) (See reverse side for SAMPLE)	1	170	COST OF MILK RATE 0765	$
14b. Number PAID Milk (pints) (Item 11 minus 13 and 14a.)	1	961		$
15. ADD ITEMS 4, 9, 14a and 14b		5190		

FREE MILK FORMULA

Type of Milk (COST)	Number Served	Total Cost
1. .0495	X 3216	= $[illegible]
2. [illegible]	X 816	= $[illegible]
3. [illegible]	X 1069	= $101.70
4. [illegible]	X 336	= $[illegible]
5.	X	= $
TOTAL	5419	$524.29

Total Cost	Total Served	RATE
$524.29 ÷	5419	= .0968

16. ADA	17. Number Days Lunch Served	18. ADA BREAKFAST	19. Number Days Breakfast Served	20. Number Days Milk Served	ADP Lunch	ADP Breakfast
409	15			15	271	

21. MEMBERSHIP: 437

22. Approved Applications FREE: 46

23. Approved Applications REDUCED: 6

CERTIFICATION AND SIGNATURES

I (We) certify that to the best of my (our) knowledge and belief this Report and Claim for Reimbursement is true and correct in all respects and is executed in full accordance with the terms of the existing Agreement(s); that payment therefor has not been received, that records are available to support this claim.

Fred E Marsden — Signature of Superintendent or Administrator
1-6-75 — Date
Glen M Riddle — Signature of School Manager or Unit Director
1-6-76 — Date

SFS-4-A-75 (REVISED 1-75) **REPORT AND CLAIM FOR REIMBURSEMENT** (OPERATIONAL)

Kentucky Department of Education
Division of School Food Service

[illegible]
RACELAND HIGH SCHOOL
[illegible]
RACELAND KY. [illegible]

SCHOOL FOOD AUTHORITY Raceland-Worthington Bd. of Ed.

THIS REPORT IS FOR THE MONTH OF January 19 76

DUE DATE: [illegible]

NOTE: Do Not TYPE - Use black pen

NATIONAL SCHOOL LUNCH PROGRAM

	Number of Schools		Rate of Reimbursement	Amount
1. Number PAID LUNCHES	1	3587		$
2. Number REDUCED PRICE LUNCHES	1	81		$
3. Number FREE LUNCHES	1	677		$
4. TOTAL Number LUNCHES		4347		
5. TOTAL Number ADULT LUNCHES		148		

SCHOOL BREAKFAST PROGRAM

	Number of Schools		Rate of Reimbursement	Amount
6. Number PAID BREAKFASTS				$
7. Number REDUCED PRICE BREAKFASTS				$
8. Number FREE BREAKFASTS				$
9. TOTAL Number BREAKFASTS				
10. TOTAL Number ADULT BREAKFASTS				

SPECIAL MILK PROGRAM

	Number of Schools		Rate of Reimbursement	Amount
11. TOTAL MILK Purchased - ½ Pints [illegible]		6720		
12. TOTAL MILK Served Adults [illegible]		230		
13. ADD ITEMS 4, 9, and 12		4577		
14a. Number FREE Milk [illegible]	1	170	COST OF MILK RATE [illegible]	$
14b. Number [illegible] Milk [illegible]	1	1772		$
15. ADD ITEMS 4, 9, 14a and 14b		64[illegible]		

FREE MILK FORMULA

Type of Milk (COST)		Number Served		Total Cost
1. .077	X	5-68	=	$ [illegible]
2. [illegible]	X	632	=	$ [illegible]
3.	X		=	$
4.	X		=	$
5.	X		=	$
TOTAL		6120		[illegible]

Total Cost	Total Served	RATE
$ [illegible]	÷ [illegible]	= .[illegible]

ADA 16	Number Days Lunch Served 17	ADA BREAKFAST 18	Number Days Breakfast Served 19	Number Days Milk Served 20	ADP Lunch / ADP Breakfast
401	16			16	[illegible]

21. MEMBERSHIP 440

Approved Applications FREE

22. 45

Approved Applications REDUCED

23. [illegible]

CERTIFICATION AND SIGNATURES

I (We) certify that to the best of my (our) knowledge and belief this Report and Claim for Reimbursement is true and correct in all respects and is executed in full accordance with the terms of the existing Agreement(s); that payment therefor has not been received; that records are available to support this claim.

Fred E. Nesk[illegible] 1-5-76
Signature of Superintendent [illegible] Date

[illegible] 2-3-76
Signature of School Principal [illegible] Date

SFS-4-B-75

REPORT AND CLAIM FOR REIMBURSEMENT
(FINANCIAL)

Kentucky Department of Education
Division of School Food Services

SCHOOL FOOD AUTHORITY Raceland-Worthington Bd. Of Ed.

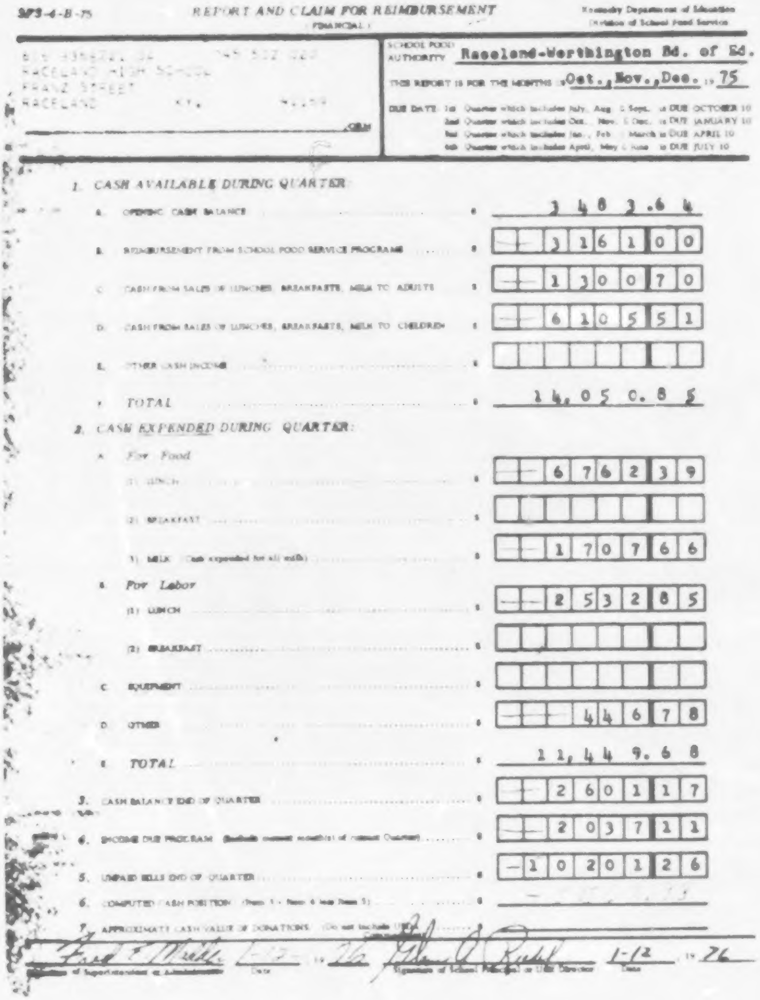
THIS REPORT IS FOR THE MONTHS OF July, Aug., Sept. - 75

DUE DATE: 1st Quarter which includes July, Aug., & Sept. is DUE OCTOBER 15
2nd Quarter which includes Oct., Nov. & Dec. is DUE JANUARY 15
3rd Quarter which includes Jan., Feb. & March is DUE APRIL 15
4th Quarter which includes April, May & June is DUE JULY 15

1. CASH AVAILABLE DURING QUARTER		
A. OPENING CASH BALANCE	$	330.68
B. REIMBURSEMENT CASH FOR SCHOOL FOOD SERVICE PROGRAMS	$	2045 27
C. CASH FROM SALES OF LUNCHES, BREAKFASTS, MILK TO ADULTS	$	3521 82
D. CASH FROM SALES OF LUNCHES, BREAKFASTS, MILK TO CHILDREN	$	
E. OTHER CASH INCOME	$	
F. TOTAL	$	5,897.77
2. CASH EXPENDED DURING QUARTER:		
A. For Food		
(1) LUNCH	$	788 28
(2) BREAKFAST	$	
(3) MILK (cash expended for milk)	$	220 85
B. For Labor		
(1) LUNCH	$	1264 30
(2) BREAKFAST	$	
C. EQUIPMENT	$	
D. OTHER	$	140 70
E. TOTAL	$	2,414.13
3. CASH BALANCE END OF QUARTER	$	3483 64
4. INCOME DUE PROGRAM (Include current quarter)	$	1682 41
5. UNPAID BILLS END OF QUARTER	$	8357 60
6. COMPUTED CASH POSITION (Item 3 + Item 4 less Item 5)	$	-3,201.55
7. APPROXIMATE CASH VALUE OF DONATED FOODS (Do not include USDA Commodities)	$	

Signature of Superintendent ~~or Administrator~~ — Date — 75

Signature of School Principal ~~or Head Educator~~ — Date



SFS-4-B-75

REPORT AND CLAIM FOR REIMBURSEMENT

(FINANCIAL)

Kentucky Department of Education
Division of School Food Service

[illegible] 045 502 020
RACELAND HIGH SCHOOL
FRANZ STREET
RACELAND KY. [illegible]

SCHOOL FOOD AUTHORITY Raceland-Worthington Bd. of Ed.

THIS REPORT IS FOR THE MONTHS OF Oct., Nov., Dec. 19 75

DUE DATE: 1st Quarter which includes July, Aug. & Sept. is DUE OCTOBER 10
2nd Quarter which includes Oct., Nov. & Dec. is DUE JANUARY 10
3rd Quarter which includes Jan., Feb. & March is DUE APRIL 10
4th Quarter which includes April, May & June is DUE JULY 10

1. *CASH AVAILABLE DURING QUARTER:*	
A. OPENING CASH BALANCE $	3483.64
B. REIMBURSEMENT FROM SCHOOL FOOD SERVICE PROGRAMS $	3161 00
C. CASH FROM SALES OF LUNCHES, BREAKFASTS, MILK TO ADULTS $	1300 70
D. CASH FROM SALES OF LUNCHES, BREAKFASTS, MILK TO CHILDREN $	6105 51
E. OTHER CASH INCOME $	
F. *TOTAL* $	14,050.85
2. *CASH EXPENDED DURING QUARTER:*	
A. *For Food*	
(1) LUNCH $	6762 39
(2) BREAKFAST $	
(3) MILK (Cash expended for all milk) $	1707 66
B. *For Labor*	
(1) LUNCH $	2532 85
(2) BREAKFAST $	
C. EQUIPMENT $	
D. OTHER $	446 78
E. *TOTAL* $	11,449.68
3. CASH BALANCE END OF QUARTER $	2601 17
4. INCOME DUE PROGRAM (Include current month(s) of current Quarter) $	2037 11
5. UNPAID BILLS END OF QUARTER $	-10201 26
6. COMPUTED CASH POSITION (Item 3 + Item 4 less Item 5) $	[illegible]
7. APPROXIMATE CASH VALUE OF DONATIONS (Do not include USDA Commodities) $	

1-12- 19 76 — Signature of Superintendent or Administrator — Date

1-12 19 76 — Signature of School Principal or Unit Director — Date

RAGLAND HIGH SCHOOL LUNCHROOM

August & September 1975

Income:

Cash from sale of lunches ---------- $ 3,521.82

Estimated Reimbursement ---------- $ 1,682.41

Total ---------- $ 5,204.23

Expenditures:

Labor ---------- $ 1,264.30

Milk ---------- $

Food ---------- $ 7,513.80

Other ---------- $ 457.12

Equipment

Total ---------- $ 9,235.22

Total Income $ 5,204.23

Total Expenditures: 9,235.22

Profit

Loss: $4,030.99

This does not include Cafeteria tables. $1,545.96

[illegible]

October, 1973

[illegible]	
[illegible]	2,908.28
[illegible]	1,440.16
	4,348.44
[illegible]	
	1,059.60
[illegible]	
[illegible]	5,156.81
[illegible]	121.74
[illegible]	
	6,338.15

[illegible]

1,989.71

[illegible]

RACELAND HIGH SCHOOL LUNCHROOM

November 30, 1975

Income:

Cash from sale of lunches	$ 2,439.50
Estimated Reimbursement	$ 1,080.52
Total	$ 3,520.04

Expenditures:

Labor	$ 807.25
Milk	$
Food	$ 3,270.44
Other	$ 445.95
Equipment	
Total	$ 4,523.64

Total Income $ 3,520.04

Total Expenditures$ 4,523.64

Profit: __________

Loss: $1,003.60

Balance Nov. 30, 1975 per checkbook $ 1,841.23

Total Expenditures ending Nov. 30, 1975 $ 8,994.94

RACELAND HIGH SCHOOL LUNCHROOM

December 31, 1975

Income:	
Cash from sale of lunches	$ 2,058.41
Estimated Reimbursement	$ 956.59
Total	$ 3,015.00
Expenditures:	
Labor	$ 669.00
Milk	$
Food	$ 2,981.43
Other	$ 283.87
Equipment	
Total	$ 3,934.30

Total Income $ 3,015.00

Total Expenditures$ 3,934.30

Profit:

Loss: 919.30

Balance as per checkbook, Dec. 31--$2,601.17

Unpaid bills as of Dec. 31----------$10,201.26

RACELAND HIGH SCHOOL LUNCHROOM

January 31, 1976

Income:

Cash from sale of lunches	$ 2,124.22
Estimated Reimbursement	$ 1,064.00
Total	$ 3,188.22

Expenditures:

Labor	$ 793.90
Milk	$ 641.64
Food	$ 2,063.07
Other	$ 169.79
Equipment	
Total	$ 3,662.40

Total Income $ 3,188.22

Total Expenditures $ 3,662.40

Profit: __________

Loss: 474.18

Balance as per checkbook Jan. 31, 1976 $ 1,649.61

Total Expenditures outstanding Jan. 31, 1976 $ 9,706.88

[illegible] High School Lunchroom

Precost Menu - Feb. 3, 1976

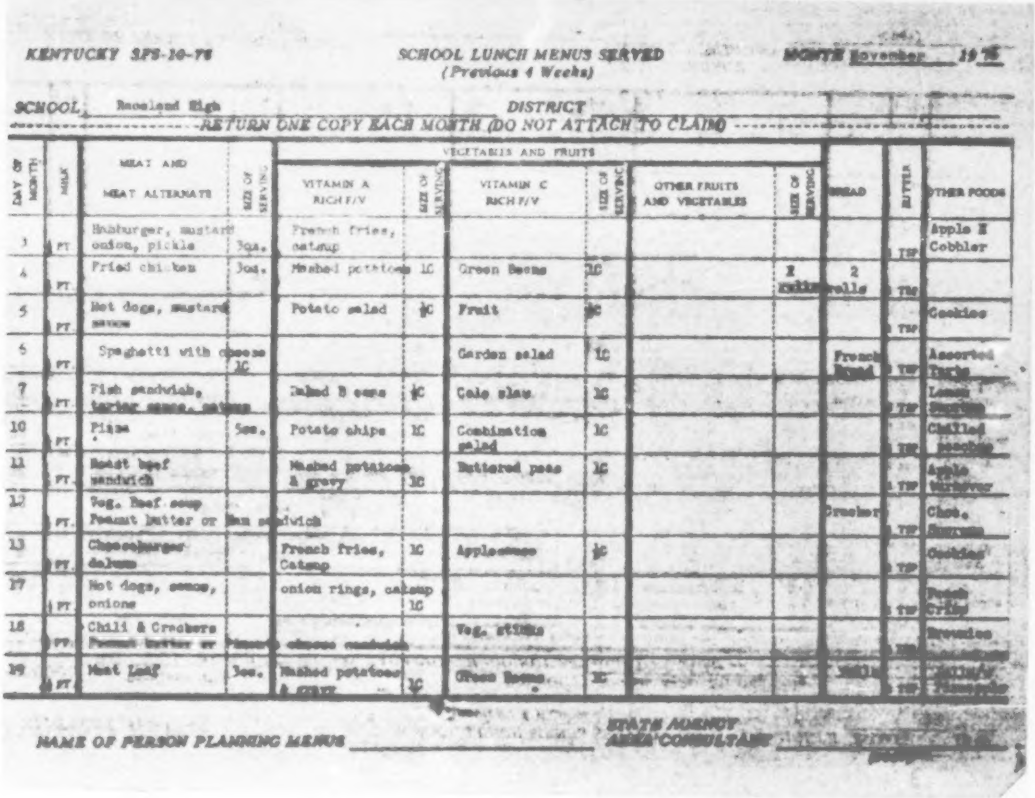
Item	Amount	Cost	Total Price
Chuck Wagon Steak --------------	3 boxes	$13.18 box	$39.54
Potatoes	5 cans	2.98 can	14.90
Butter for Pot.	5#	.29 lb.	1.45
Flour for gravy	2#	.13 lb.	.26
Hot rolls recipe			
flour	30#	.13 lb.(12.6)	3.78
Oil (c)	2#	.65 lb.	1.30
Sugar	2#	.22½ lb.	.45
Yeast	3 Cups		1.46
Butter for rolls	7#	.29 lb.	2.03
Peas (c)	10 cans	2.00 can	20.00
Peaches (c)	14 cans	2.95 can	41.30
Total price--			126.47
Milk for Lunches			24.54
Total price for meal			151.01

Money received for 253 eating	$99.44
Estimated reimbursement	60.43
Total receipts	$159.87

Cost ------ 59.7 (does not include labor or supplies for lunchroom)
Income 63.2

Cost of labor ------ $ 44.40 daily

8C-C05 160



KENTUCKY SFS-10-78

SCHOOL LUNCH MENUS SERVED
(Previous 4 Weeks)

MONTH November 19 78

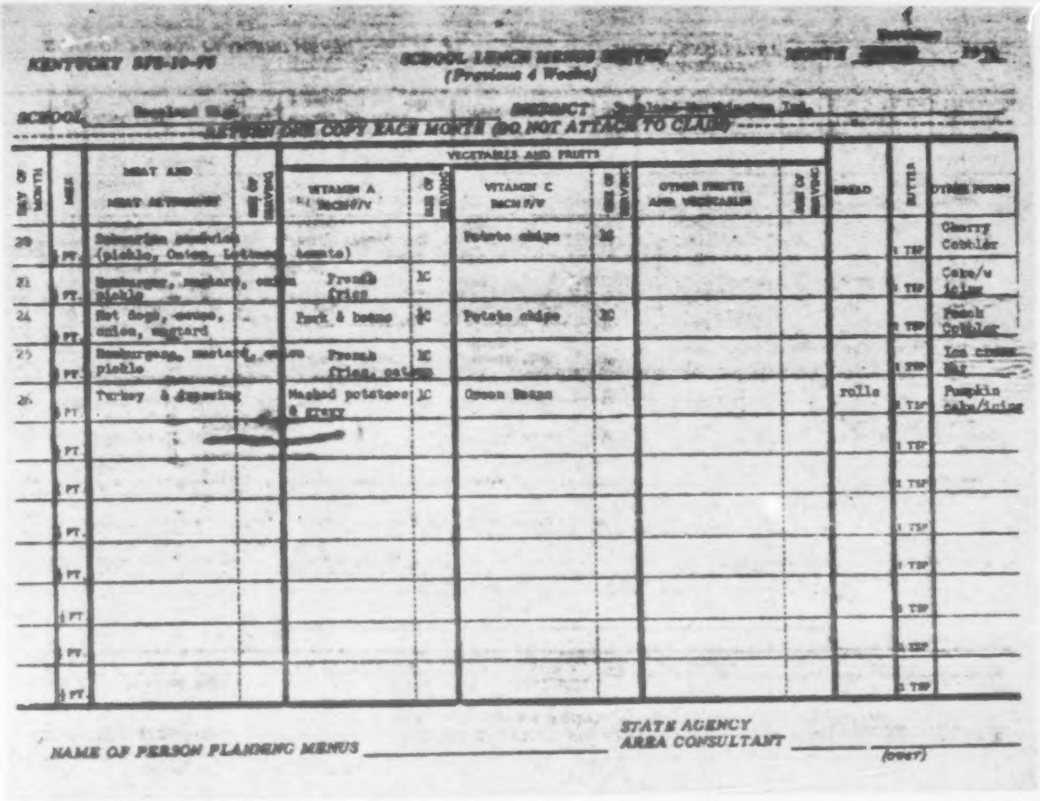
SCHOOL Raceland High **DISTRICT**

RETURN ONE COPY EACH MONTH (DO NOT ATTACH TO CLAIM)

DAY OF MONTH	MILK	MEAT AND MEAT ALTERNATE	SIZE OF SERVING	VEGETABLES AND FRUITS: VITAMIN A RICH F/V	SIZE OF SERVING	VITAMIN C RICH F/V	SIZE OF SERVING	OTHER FRUITS AND VEGETABLES	SIZE OF SERVING	BREAD	BUTTER	OTHER FOODS
3	PT.	Hamburger, mustard onion, pickle	3oz.	French fries, catsup							TSP	Apple Cobbler
4	PT.	Fried chicken	3oz.	Mashed potatoes	1C	Green Beans	1C		2 [illegible]	2 rolls	TSP	
5	PT.	Hot dogs, mustard sauce		Potato salad	½C	Fruit	½C				TSP	Cookies
6	PT.	Spaghetti with cheese	1C			Garden salad	1C			French Bread	TSP	Assorted Tarts
7	PT.	Fish sandwich, tartar sauce, catsup		Baked Beans	½C	Cole slaw	1C				TSP	Lemon Squares
10	PT.	Pizza	5oz.	Potato chips	1C	Combination salad	1C				TSP	Chilled peaches
11	PT.	Roast beef sandwich		Mashed potatoes & gravy	1C	Buttered peas	1C				TSP	Apple turnover
12	PT.	Veg. Beef soup Peanut butter or Ham sandwich								Cracker	TSP	Choc. [illegible]
13	PT.	Cheeseburger deluxe		French fries, Catsup	1C	Applesauce	½C				TSP	Cookies
17	PT.	Hot dogs, sauce, onions		onion rings, catsup	1C						TSP	Peach Crisp
18	PT.	Chili & Crackers Peanut butter or Pimento cheese sandwich				Veg. sticks					TSP	Brownies
19	PT.	Meat Loaf	3oz.	Mashed potatoes & gravy	1C	Green Beans	1C		[illegible]	Rolls	TSP	Jello/w Pineapple

NAME OF PERSON PLANNING MENUS ______________

STATE AGENCY AREA CONSULTANT [illegible]



KENTUCKY SFS-10-75

SCHOOL LUNCH MENUS MONTHLY — MONTH November 197_

(Previous 4 Weeks)

SCHOOL England High DISTRICT Southland-Worthington Ind.

RETURN ONE COPY EACH MONTH (DO NOT ATTACH TO CLAIM)

DAY OF MONTH	MILK	MEAT AND MEAT ALTERNATE	SIZE OF SERVING	VEGETABLES AND FRUITS: VITAMIN A RICH F/V	SIZE OF SERVING	VITAMIN C RICH F/V	SIZE OF SERVING	OTHER FRUITS AND VEGETABLES	SIZE OF SERVING	BREAD	BUTTER	OTHER FOODS
20	½ PT.	Submarine sandwich (pickle, Onion, Lettuce, tomato)				Potato chips	½C				½ TSP	Cherry Cobbler
21	½ PT.	Hamburger, mustard, onion pickle		French fries	½C						½ TSP	Cake/w icing
24	½ PT.	Hot dogs, sauce, onion, mustard		Pork & beans	½C	Potato chips	½C				½ TSP	Peach Cobbler
25	½ PT.	Hamburgers, mustard, onion pickle		French fries, catsup	½C						½ TSP	Ice cream Bar
26	½ PT.	Turkey & dressing		Mashed potatoes & gravy	½C	Green Beans				rolls	½ TSP	Pumpkin cake/icing
	½ PT.										½ TSP	
	½ PT.										½ TSP	
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NAME OF PERSON PLANNING MENUS ____________ STATE AGENCY AREA CONSULTANT ____________

(over)

Chairman PERKINS. I know that there will be a great number of questions. Al Quie has made a great contribution in writing the legislation, and he will be here in a few minutes.

I will let Mr. Osborne go ahead right now. Mr. Leo Osborne is the director of food services for Greenup County schools.

STATEMENT OF LEO OSBORNE, DIRECTOR, SCHOOL FOOD SERVICES, GREENUP COUNTY SCHOOLS

Mr. OSBORNE. I will concentrate my remarks on the elementary schools, because my experiences are limited at this time as we go into the full cost accounting in Greenup County.

I have tried to listen closely to what my good friend here was saying, and I concur with what he has said.

I appreciate this opportunity to appear as a member of the panel to discuss and answer questions relating to school lunchroom programs.

I have served for 19 years at the elementary school level as a principal with the direct responsibility for the food service program at this school: 10 years as county Head Start director; and currently I am serving as the food service director of Greenup County schools.

We also have a more or less self-contained program, more or less, in the individual schools at this time. We are primarily on our own.

Of course, we are looking forward to the day when we can be of some help in improving the programs of Greenup County. I am trying to think of what might be helpful for me to say here today. This being my first appearance before a committee of this type, I am not really prepared, but I thought that I would like to say something about the importance, as I see it, to the elementary schoolchildren as well as the high school children.

We, in Greenup County, have the breakfast program in all but three schools. We have lunchroom programs in all the schools. We also have the milk program in all the schools, so we have been taking part in all the programs, and we are definitely sold on their benefits.

As has been pointed out, however, one of the biggest problems has been the financial end of it, trying to make ends meet, trying to find ways to provide those things that children like to eat, and the balanced diet that we know they need.

I would like to pass along just a little bit of information concerning the county as a whole.

We had last year, 1974–75, an average participation in the school lunch program of about 80 percent, which I believe worked out to 81,000 lunches per month, which is 80 percent participation countywide.

At the elementary school level, as I have indicated, we had 92 to 95 percent over the whole year participation.

The breakfast program was not quite as good, then we don't have every school participating. We have, I believe, three schools that do not have a breakfast program, and that cut down the percentage.

We did serve approximately 33,000 per month, so that is a lot of breakfasts for the total number of participants. In my report, I do believe that I have indicated that children do much better when they have a balanced diet. They are much more teachable, and reachable. You can sit down and talk with them, when they are not hungry.

Certainly, I, for one, think that the benefits are tremendous, and we would hate to think of the day when we might have to do without.

Chairman PERKINS. Is that your statement?

Mr. OSBORNE. Yes.

Chairman PERKINS. Thank you very much.

[Prepared statement of Leo Osborne follows:]

PREPARED STATEMENT OF LEO OSBORNE, DIRECTOR, SCHOOL FOOD SERVICES, GREENUP COUNTY SCHOOLS

My name is Leo Osborne, with the Greenup County School System.

I appreciate this opportunity to appear as a member of this panel, to discuss and answer questions relating to school lunch room programs.

I have served nineteen years as an elementary school principal, with the direct responsibility for the food service program at this school. Ten years as County Head Start Director, I am currently serving as the Food Service Director, of Greenup County Schools. At the present time we are in the process of getting ready for full cost accounting for the next school year. The purpose for making the above statement is to clarify my background as it relates to the food service.

The lunch and breakfast program, serve a very important function in the lives of our children. There isn't any question in my mind as to the benefits children receive from having a balanced diet. Children are more alert and teachable when they are not hungry.

May I refer to a personal experience that seems to prove graphically the above statement. Before, we started a breakfast program (1967) many children wanted to sleep in the classroom until after they had eaten the noon meal, but they seem to be alert after eating. After the breakfast program was started, this problem almost disappeared.

All the children at this school are transported. Most leave their homes very early and are ready to eat when they arrive at the school. The number eating daily varies but we average serving 150 daily, out of an enrollment of 228. We have on occasion served as many as 210.

The lunch program is also well received with participation at 92 to 95 per cent of the children taking part monthly. The type "A" lunch served to children provide a needed service to children. It provides a wholesome diet containing the nutrients needed by a growing child. Thus, providing for the development of good eating habits and improved health. This statement is based on observation and personal experience, one of which is cited here.

During the summer of 1967, we operated a Summer County Head Start Program. A team of doctors (2) examined the children when the program started and 8 weeks later, at the end of the program. They found many deficiences, including several cases of Heart Murmur on the first examination. The Heart Murmur problem had disappeared on the second examination. Both doctors agreed the improved health of these children was directly related to the balanced diet they received during the program.

To further show the need for this program, I have included the following information. More than 68 per cent of the children receive "free" lunches .07% reduced lunches, 24% are shown as full priced lunches. Some of the children who could qualify according to the federal guidelines, choose not to accept, so the true percentages would be higher if all who qualify were to take part.

I used only one school for the above example, but I am quite sure there are other schools in Greenup County that would show similar figures.

The biggest problem in operating the Food Serive Program, is financial. The cost has risen greatly during the past few years. There are many factors contributing to this problem. The minimum wage law, increase in food prices and increase utilities cost, etc. These are just a few of many that might be listed. I am aware of the charges made by some that, "The school lunch program is the most wasteful program funded by Federal Government". I believe this statement is inaccurate and does an injustice to those people providing food services U.S.D.A. It seems to me the school lunch is a very good bargain.

When we look at the cost of meals in the private sector and the per meal cost at the school allowing for profit, and the help the schools receive from the U.S.D.A. It seems to me the school lunch is a very good bargain.

Best regards,

LEO H. OSBORNE,
School Food Service Director,
Greenup County Schools.

Chairman PERKINS. Now we will have Mrs. Blanche Dingus, director of the school food services program for Floyd County schools.

STATEMENT OF MRS. BLANCHE DINGUS, DIRECTOR, SCHOOL FOOD SERVICES, FLOYD COUNTY SCHOOLS

Mrs. DINGUS. Thank you very much, Congressman Perkins and members of the committee, ladies and gentlemen. The first thing that I would like to do is to express my appreciation and gratitude to you for the help that you have been to the boys and girls of our county, and I would say to the boys and girls of the Nation, because, really, it has been wonderful.

The help that you have given us through our State office has been of tremendous value. I just could not express it enough. The result of that has been the ever increasing number of boys and girls that we are able to reach with good food.

The value of the free meal, and the reduced price meal, I feel, cannot be overestimated.

In Floyd County, and this is what I can talk about, it is Floyd County. I have been with our Floyd County system for over 20 years in food service.

Chairman PERKINS. You have seen the mines, 40 to 50 in that county, close down in 1949 up to the mid-fifties. Francis Alcorn, the copper corporation in Garretsville, had 5,000 employees when I came to Congress in 1949, and now they have closed down completely.

I know what the free meals have meant to the people who have no income, and are trying to feed their children.

Mrs. DINGUS. We have a participation of 9,936, and I am going by the January figures. I am just quoting that because I thought that it would be more current. We have an average daily attendance in schools of 8,523.

We have served, for the month of January, 7,567 meals daily, and this is approximately 89-percent participation. I would like that to be a lot better.

In our elementary schools, just like it is in the Nation, the participation is quite good. We have some schools that are in the 90's, 94 or so.

Our low participation is in our high schools. We have, on file, and I have checked this for my report, the free lunch applications and reduced price lunch applications, and we have 5,000 approved free lunch applications on file in the offices. I did put that there.

The number of reduced price lunches is increasing. We do have all the new scales and applications. We do have that for all the children in the county. We have published the new scale.

Chairman PERKINS. You have published it up to a family of eight?

Mrs. DINGUS. We published the complete study, the complete scale in the paper, and then we have discussed it over our local radio station.

Chairman PERKINS. I feel that the best way to get to the people is through your PTA organizations.

Let me interrupt for a moment. This is our ranking minority member, Mr. Al Quie. He has agreed graciously to come.

These are the various food service people in the counties. Please go ahead and finish your statement.

Mrs. DINGUS. I will agree with you wholeheartedly that a good way to send it out is through our PTA's. I will put a plus in for the PTA there because I am involved in it.

Some years ago, another thing that we were able to do was, through the special commodities system, we were able to start and have a food service program in every school in Floyd County, even our small one-room schools. At that time, we had 80 small one-room, and now we only have 1 one-room, and 3 two-room schools.

When we started this program, just to show the value of the lunch, we noticed the difference in the children by their getting vitamin A, the light in their eyes, and how their hair shines and things like that. I will not dwell on it, but the results were very much as expected.

Another thing we found was that by offering choices of food to the children, we added an extra incentive for children to eat in the school lunch program.

You mentioned plate waste, and we will admit to some, but we are trying to fight this battle daily, because that is throwing money away when you put it in the garbage can. We try to keep that ever in front of the children. We try to have slogans and a few other things up: "You are wasting." "Eat what you take." Such things as that, we try to have that before them constantly.

We feel that putting children and teachers on menu committees, and tell us things that they will eat, that this will help.

On the milk program, we are trying for 10 gallons per 100 children. We have some that do not have that much, and we have some that have gone above it. We are trying for that goal. When we have reached that, we will try for a little better. We had to try there, because you have to start somewhere.

Another thing, as far as we are concerned, we have been able to secure some needed equipment through our State office. We have some confectioner's ovens, and we have some hot food tables, and dishwashers in our cafeterias throughout.

One of the things that we are really excited about. You have heard about the smorgasbord, and we are in the process right now in one of our high schools, and this is the one that has the lowest participation, we are in the process of starting the smorgasbord type service.

I was able to go with Mr. Bevins, and to take some of our principals, and we visited a program in another county. Mr. Bevins made arrangements to meet us there, and we visited the school.

I know the pincipals, and I had been talking to them, and telling them how wonderful it was. But seeing is believing, they were amazed when they came back, and they wanted to start the program for our boys and girls in Floyd County, and we feel that we can do it. It may take a little more work to get it started, but we can do it.There is no doubt about it. If anyone else can, so can we.

We may have to work a little bit harder. We have 20 schools, that is including our rural schools, and they all have lunch programs. We have 10 schools with breakfast programs. Since it has become permanent, I have tried to push it in our other 10 schools. I think that it is simply wonderful for the boys and girls.

There is a need for both food service and nutrition education. I really don't believe that we can forget nutrition. So I think that we need that.

I would like to say that also, Floyd County is one of the poorer districts, and could not come up, it would be impossible for us to come up with adequate funds to finance the program without Federal aid.

If we did not, the program would be drastically curtailed or cut out entirely, I am afraid.

There is another thing, and that is nonnutritious food items, miscellaneous food items. I think that that practice in the schools should be abolished.

I hope that the year 1976 is the year that we make tremendous progress.

Chairman PERKINS. Thank you. We are going to recess for 20 or 25 minutes for lunch in the lunchroom, and then we will call upon Mrs. Johnson, who will be the last witness on the panel.

All of you will come back and take your respective seats, because we have several questions for you.

[Whereupon, the subcommittee recessed for lunch.]

AFTER RECESS

[The committee reconvened at 12:40 p.m., Hon. Carl D. Perkins, chairman of the committee, presiding.]

Chairman PERKINS. The committee will come to order. A quorum is present.

Our last witness on this panel is Mrs. Noretta Johnson. We are delighted to have you here. If you would go ahead.

STATEMENT OF MRS. NORETTA JOHNSON, DIRECTOR, SCHOOL FOOD SERVICE, PIKE COUNTY SCHOOL SYSTEM

Mrs. JOHNSON. First let me say that I am delighted to be here, and come before the committee.

My opening statement is going to be that school food service is a vital part of Pike County. I am going to ask that you take an imaginary trip with me to the beautiful sections of Pike County, and ride one of our 126 school buses that transport over 15,000 children to and from school each day, or you may ride with one of our 40 contract haulers, who haul at least 15 each per day.

The haulers go over the roads that cannot be reached by the regular school buses. Each day 8,558 miles are traveled over some of the worst terrain in the State of Kentucky.

These statistics, of course, do not include the transportation of our kindergarten children who have their own buses, or else we could add more mileage to this.

Some of our children leave home at 5:30 in the morning and do not return until 5:30 in the afternoon. I, too, am concerned with this daylight saving time.

After you have traveled on one of the buses, you can stop by one of the 21 lunchrooms that are serving the breakfast program. I am sure that you will enjoy a nutritious breakfast. You can join our children, after they have had their breakfast and stay at the school.

Or, you can go to one of our 21 schools that participate in the school lunch program, and who also participate in the milk program.

As you eat the meals in the Pike County schools, we want you to think of all the children that make up the school system. They come from different families, different parts of the county. Some of those children have walked 5 miles to catch the bus, and some have stepped outside their door to catch the bus. We do have a variety of children coming to school.

I feel that a breakfast program is as important, or more important than the lunch program. Many of the parents tell us, "My child will not eat at home. It is too early," or "They will not eat with the family."

When they get to school with their peers, they love to eat. That is one of the reasons that we want the breakfast program. Teachers tell us that the children are very alert. All the schools that have participated in the breakfast program, I think that if they were asked to give up one, I would almost believe that they would give up the lunch program. They do not want to give up either one; we do appreciate having these.

Then, after you have partaken of the breakfast and lunch, I invite you to look at a few statistics in Pike County. You have the booklet before you that does bring about some of these.

We have an enrollment of over 16,000, which also includes kindergarten. We do service those in our lunchrooms. We have an average daily participation of better than 11,000. In January it was 11,709.

Chairman PERKINS. Is that in the school lunch program?

Mrs. JOHNSON. Yes.

In the breakfast program, the participation was 5,280.

Now, the lunch program participation represents 78 percent of the children who are attending school. Fifty-four percent of the lunches served are free lunches. As of last month, 7 percent of our lunches served were reduced price. This has increased over last year.

Chairman PERKINS. What was it last year?

Mrs. JOHNSON. Six percent.

I do have a chart in the booklet comparing 5 years ago, when we first started, and then it was 2 percent. So in the last 5 years, we have increased our participation by 5 percent.

Other statistics that I might have are in the booklet: The advantages of the breakfast program, and the advantages of the lunch program. I think that I need not go through these because you will have a chance to read them later.

I do have one recommendation that I would like to make. I am sure that you have had a chance to look at the map inside the cover, and you will see that it is a long way to travel in Pike County.

A person has very little time to supervise each school when you have 29 schools. I have traveled from my home to one school 61 miles one way. Another school is 75 miles from my home. I leave my home at 8 o'clock, and I get to the school at 10 o'clock, or 10:30.

If I want to get the the breakfast program, I have to leave my home at 5:30 or 6 o'clock, and I will get there by 8:30 or 9 o'clock, depending on the traffic, of course.

Another thing that I would consider in the full cost accounting system, we have initiated, and we have done some work, but we are not fully under the system yet. I do know that it is a good thing, and that we have to account for it, but I do wish that we could have a person to coordinate food services in each school, or maybe in each hospital area.

I have been talking to some of the people in the county, and they say that perhaps we could have this without cost to the food service system. Maybe this could come under the new job opportunity program, or maybe some of the income could be from fiscal court funds allocated for job opportunity program.

This was one idea that we had where maybe we could get some extra help for the schools, secretarial work in the lunchrooms, and still operate. We are operating presently within our income, and we hope to be able to continue this.

Someone mentioned this morning the Kentucky retirement system, and the increase in the minimum wage, which have caused their labor costs to rise higher.

Thank you.

Chairman PERKINS. Thank you very much.

We will all have a chance to interrogate this panel. I will call upon my colleague, Congressman Quie, first. He has made such great contributions. He and I have been on the floor together, and I don't think that we have ever lost a bill. Sometimes, when we go separately, we will lose.

He is one of our great Americans, and his contributions have been great in this area, and in the whole area of education.

Mr. QUIE. Thank you very much, Mr. Chairman. I do appreciate being here.

Let me flip through some of these papers. I notice, Mrs. Johnson, that you have all of this put together. I have a few questions so I can better understand it.

On the map that you spoke of, what are those numbers that have a circle drawn around them?

Mrs. JOHNSON. Our schools are divided in districts for accounting purposes. We use district numbers. They are countywide district numbers.

Mr. QUIE. Can you tell me where the schools are located?

Mrs. JOHNSON. Dorton High School, and Virgie High School, and right above that Millard High School, then Mullins High School above, and Johns Creek High School, Belfry High School, Phelps High School, Feds Creek High School. Huntville High School is an independent, and they have their own board of education, and they are not under our jurisdiction. Then there is Elkhorn City High School.

Mr. QUIE. Did you say that there was a total of 15,000-plus out of a total of 16,000. That is for all the schools?

Mrs. JOHNSON. Yes. I have included kindergarten in this. We have some minimal, or basic foundation kindergarten, and we have some other ESEA Title I, and we have Head Start, and those are included.

Mr. QUIE. What is the rule, anybody who lives more than 1 mile away will get picked up?

Mrs. JOHNSON. It is a half-mile to 1 mile.

Mr. QUIE. Are the high schools 10th grade through 12th grade?

Mrs. JOHNSON. Three of our high schools, Millard High, Feds Creek High, and Virgie are 7 through 12. Belfry is 9 through 12. The others are kindergarten through 12.

Mr. QUIE. What would be the furthest from a high school that one would live? Would it be from Turkey Creek down to Belfry?

Mrs. JOHNSON. I would say that it would be 25 to 30 miles.

Mr. QUIE. I have one question about the breakfast program. Let me ask you because you have a higher percentage of students that eat breakfast at school because of the distance you have.

Has anybody looked at what this does to families in the time that they have together? Besides eating, you do some communication around a table.

Mrs. JOHNSON. A lot of the parents are working parents, and they either leave before the children leave for school, or they are getting ready to leave at that time. If it were not for the breakfast program, the child would be eating at home alone.

Mr. QUIE. So most of them would be eating at home alone.

Mrs. JOHNSON. Also, 64 percent of the breakfasts that we serve are free, approximately

Mr. QUIE. How does that compare with the lunches?

Mrs. JOHNSON. It is 10 percent more.

Mr. QUIE. Those that are not receiving free or reduced cost are more than likely eating at home. That would be the explanation.

Mrs. JOHNSON. We have 67 percent reduced as of January.

Mr. QUIE. Do you have any limit on who can eat breakfast there; any distance from home or anything like that?

Mrs. JOHNSON. No.

Mr. QUIE. Do you schedule them so that there is a period of time until the classes begin?

Mrs. JOHNSON. We try not to schedule them until 7:30. Some buses arrive at 7, and the breakfasts are ready, and they go directly from their bus to the cafeteria for breakfast. It is finished by 8:30.

Mr. QUIE. What do the students whose buses come in at 7 do for that hour and a half besides eat breakfast?

Mrs. JOHNSON. There are teachers who supervise the hallways and the classrooms. Also, the teachers have bus duty.

Mr. QUIE. Do they take turns?

Mrs. JOHNSON. Yes.

Chairman PERKINS. I will supplement that. I was at a school when a schoolbus arrived, and they began right away to feed those children. It was 6 o'clock, or 6:30. Then, they were supervised within the library. Most of them went to the library, and then went to work.

Mr. QUIE. The buses that come early, I assume that it is because they have to pick up another load?

Mrs. JOHNSON. The bus will have to make another run.

Mr. QUIE. Do they take the farthest out first, and bring them in?

Mrs. JOHNSON. If they do, they try to take those home first. They try to make it so that no child will be staying longer than the others. They try to bring the farthest out in the morning maybe, and they will take them home first in the afternoon.

Mr. QUIE. What time is the first one picked up when he lives 30 to 40 miles from the school?

Mrs. JOHNSON. I believe that it is 5:30. They, at least, get to the bus stop or leave home at 5:30. Some of them may walk a distance.

Mr. QUIE. Somebody mentioned daylight saving time. At those hours, daylight saving time does not make much difference.

Do you run the breakfast program from 7 right until 8:30?

Mrs. JOHNSON. Right until the last bus comes in, right until about 8:15.

Mr. QUIE. Then, they still have a chance to eat breakfast?

Mrs. JOHNSON. Those on the last bus still have a chance to eat breakfast before the bell rings. Then, the kindergarten buses come in, and the kindergarten children eat after the bell rings.

Mr. QUIE. Those who are eating at 7 o'clock. That is 1 hour and 15 minutes earlier. Do they get to each lunch first, too? Is there anything like that, or can you coordinate that?

Mrs. JOHNSON. That has to go by class. It has to go by class.

Mr. HALL. Will the gentleman yield?

Mr. QUIE. Yes.

Mr. HALL. Did I understand that some of these children, prior to getting on the bus in the morning at 5:30, walk 5 miles?

Mrs. JOHNSON. They leave home at 5:30, and they may walk a distance, and I am not sure how far. Some of them may walk to a hauler.

Mr. HALL. Some of them are getting on the bus at 5:30, and they are getting home at 5:30, which makes it a 12-hour day. They don't get to spend too much time with their brothers and sisters. Is that true?

Mr. QUIE. I am pleased to learn about this, because Chairman Perkins has told us how different the situation is in Pike County compared to some other counties.

Chairman PERKINS. I am going to take you into that area.

Mr. QUIE. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Simon.

Mr. SIMON. Thank you, Mr. Chairman.

Mrs. Dingus, I like your enthusiasm and your spirit. It is great.

Mr. Riedel, you mentioned in your statement, but you did not refer to it in your testimony, but in your statement you talked about your closed lunch situation. Have you had any unfavorable repercussions on that?

I am not aware of this. Maybe this is a fairly common thing, I don't know. I was not aware of this kind of regulation elsewhere.

Mr. RIEDEL. To my surprise, it went real smoothly. We had two small restaurants in our very close vicinity. We were there 1 month, and then we decided that we would try to put our powers into operation. We did close our lunch. We did this with a lot of public relations, this and that, but it went through very smoothly.

Mr. SIMON. I suppose that those restaurants opposed it.

Mr. RIEDEL. Yes, and they are still opposing it.

Mr. SIMON. I refer this to my senior colleagues here, the chairman, and Al Quie. Has anyone ever tested the legality of something like this, where they don't permit the students to go off the campus for lunch, unless they live within a certain distance from the school?

Chairman PERKINS. They have always had rules and regulations down here. It has never been subject to appeal to the State board. Nobody down here has ever questioned those rules.

Mr. QUIE. If the gentleman would yield.

This exists in some schools in Minnesota, too. I don't believe that anybody has ever tested it.

Mr. SIMON. I think that it is a great thing, if it is legal.

Mr. RIEDEL. Congressman Simon, the area that we try to go through, not just keeping them at school for eating in the cafeteria, but for safety's sake, knowing where they are, and getting them back within the required time, and things of that nature.

This is what we have tried to work through, far more than saying: "You have to eat in the cafeteria, or brown-bag it." This is the way that we went, and it went over pretty good.

Mr. QUIE. I think that this is what we need to have in the legislation, flexibility, because the situations are so different in different areas. In the pretty tight boundary of the city, where they have the lunch hour an hour long, everybody can go home. Some still have families home at noon, and they want them to come home and eat lunch with them at noon, and eat breakfast with them where it is within walking distance. Now, if we went under that policy, it would work out in parts of my district, but certainly not in Pike County.

Mr. SIMON. Another comment that Mrs. Johnson made regarding some of the roads. I really think that we have to, somehow, at the Federal level do more for roads and bridges. I have in mind areas, which geographically look very much like this area. We call them mountains, and I don't know if you call them mountains here.

Chairman PERKINS. That is what we call them, and that is what they are.

Mr. SIMON. Some of our friends in Colorado might disagree.

The roads are in terrible shape, and we have a lot of bridges where the school bus has to stop, let the kids out, then the bus crosses and the kids get back on the bus on the other side of the bridge. You probably have some of the same situation here.

It just seems to me, since our Interstate System is nearing completion, that some of those funds have to go to the rural roads and bridges.

Chairman PERKINS. We bus more in eastern Kentucky than anywhere else, and that is the most expenses cost that we have. We have to upgrade the quality of education, and get rid of all these one-room school houses. We have to consolidate the high schools in order to get better quality education.

The highest cost that we have is buses, 126 buses. Most of those buses have to go across mountains, big mountains.

Mr. SIMON. I have no further questions.

Chairman PERKINS. Mr. Hall.

Mr. HALL. Thank you, Mr. Chairman.

I will have to plead ignorance, but I am curious about something. Pike County sounds as though it should have had a song written about it. Is that the Pike referred to in the song "Sweet Betsy Across the White Prairie." I was wondering if this were the Pike that was referred to in that song?

Chairman PERKINS. That is Pike County, Miss.

Mr. HALL. My questions were answered earlier. I have no other questions, Mr. Chairman.

Let me compliment the panel.

Chairman PERKINS. I have a few questions.

I have stated this before the committee time and time again. We have a busing problem in eastern Kentucky, and I have said this every time we have brought the votes to the floor.

Our kids in eastern Kentucky are bused more than any other children in the country. When it comes to allocating funds, I have always argued that we needed a special attention because of all the mountains that we have to cross.

The income level for the free lunch, for a family of eight, is $7,830, and any State can increase the income level for those free lunches up to 25 percent which for a family of eight is $9,750.

For the reduced-price lunch for a family of eight, it is up to $15,280.

You are the food directors in your various counties, and you represent some of the most needy counties. I noticed in your statements that the reduced-price lunch had increased from about 2 to 7 percent in the last 5 years. In the last 7 years, it has gone from $2 million up to $7 million.

Under these figures, if we sell it to the people, and take advantage of it, I am going to venture a guess that within the next year, we ought to go up to $15 million in this country.

This is why the amendment was written. It is not something that is thrown away, or given away, it is something that we all deserve. I would like to see a free lunch, or at least a reduced price taken full advantage of in this congressional district.

Mr. Quie, I think insofar as physical handicap legislation, vocational legislation, disadvantaged legislation are concerned, you believe in giving the maximum dollar. But when people are able to pay for the lunch, Al and I differ to some small degree. He believes that they should pay.

Here, we both agree on a realistic figure. I would regret to see this congressional district, right here in the heart of Appalachia, slide backward. A 2- or 3-percent increase is nonsense.

I am anxious to see how this program is really going to work here in the next year or so. I want to hear some of your comments on this.

Mr. Osborne. Mr. Chairman, if I could, I would hazard a guess that next fall you will see the increase you expected, because we implemented this, as you know, after school started. Even though it was well publicized, I have a feeling that a great many people have not yet taken advantage of it.

I believe that next school year, when somebody uses the guidelines, you will see a definite increase in the number of people participating in it.

Chairman Perkins. Publishing it in the newspaper is not going to do the job. You are going to have to go to the PTA meetings, and meet with the parents. It is by word of mouth, that is the greatest thing in the world.

With regard to the battles that we have won as Members of Congress we have never gone out and published what we wanted to do in the newspaper. We did it by going around and seeing our friends who would help us with the job. That is what we have to do here.

You really need people to do this. You will see a tremendous improvement in the school lunch program in this area, right in the heart of Appalachia.

This is all I have to say.

Mr. Quie. Mr. Chairman, if I may, I have another question.

How do you sell the tickets; or however you charge the students? I assume that you are trying to operate to see that the children will not be identified when they receive the free lunch.

Chairman Perkins. I think that you ought to explain that.

Mr. Quie. You have three levels of tickets, could you explain how that operates?

Mr. Osborne. Shall I start; I can only speak for one school at this time, because that is all I am familiar with.

Our teachers, in the classrooms themselves, take care of the collecting of any moneys that come in. There is no identification when the children go through the line. They go through as one body. This is for both breakfast and lunch.

We do not have tickets, because it is a small school. It is easier for the teacher to go with them, and let them all eat. It has worked out real well in this one case.

Mr. QUIE. Is it possible that a person who gets a free lunch could sell it to another person who did not qualify for a free lunch for a quarter. He would make a quarter, and the other person would get his lunch for a quarter. He could be a good business person.

Mrs. JOHNSON. Our tickets are numbered, and a record is kept in the office. The paying ticket is a one digit, and the free lunch ticket would be a zero digit. Any one digit number would be a paid ticket.

Any child that goes through the line will have a ticket. There is no difference in the color, the shape of the ticket, and only the person who is collecting in line will know.

Mr. QUIE. Now you have let the cat out of the bag, and you are going to have to change numbers.

Mrs. JOHNSON. Those are not really the numbers that we use.

Chairman PERKINS. Let me say this.

Al and I, several years ago, started getting the reduced price lunch off the ground. Practically every year, we have put through a bill for $100 million under the Agricultural Adjustment Act, section 32, bypassing the House Committee on Appropriations, so that the money would be appropriated to get this reduced price and free lunch program off the ground.

We did this year after year. We wrote in every one of those bills prohibitions against permitting students to be identified in any way, shape or form.

I would say that the suggestion from the gentleman from Greenup is far, far superior to the one that you have suggested.

Mrs. JOHNSON. This is in our elementary schools. In our high schools, the teachers do not take the children's money. This is where we use the ticket method.

Chairman PERKINS. That would destroy the incentive for participation in the programs, and we recognized that early. Year after year, we heard those complaints from the schools. We would send questionnaires out, and we would get back these complaints, sometimes even from the students' classroom teacher.

We have had studies made of that kind. We feel that we have gotten beyond that stage now, where you people can take up the free and reduced price lunch programs in the heart of Appalachia.

This is all I have to say.

Mr. QUIE. Can we find out what the others are doing?

Mrs. DINGUS. We do much the same thing as Pake County in the elementary schools. The teachers take the children to their lunchroom, and in the high schools they do not. We have tickets, and we do not take any money at all in the lunchroom. Everyone comes through with a ticket. They have to get the tickets from the office.

Mrs. KOCTO. We have tickets in the high schools, and the tickets are sold to all the students. Then, the principal has a list of the reduced price and free lunch students, but the cashier or anyone else cannot tell.

Our tickets are prenumbered, they are preprinted. If someone were to sell it, we would go back and check it, if we are suspicious.

Mr. RIEDEL. What we do in our high school is very similar to what the other schools are doing. We give the students a chance to buy a lunch ticket. We give that chance to the entire student body, whether they want them or not. Thereby we are able to get all the kids into the office, and give them their tickets.

We take money at the cashier's, but the cashier takes all the tickets.

Mr. QUIE. You both take money and take tickets?

Mr. RIEDEL. Not only those students who are reduced and free are the ones that have tickets. If this were so, they would be identified with the system as if they were put out on stage.

We do not require, however, all of our kids to have lunch tickets. In my school, which is only 450, the kids are going to know who the kids are anyway in most cases.

Mr. QUIE. You use both tickets and cash?

Mrs. DINGUS. No, just tickets.

Mr. QUIE. How do you determine the income of the parents of those children?

Mr. RIEDEL. We get the free lunch or reduced slip. We send those home with the children at the beginning of the year, and we do it again at the beginning of the second semester, hoping we can get some more kids through this, also.

Those children who are interested in the reduced or free lunch, they bring them back to the homeroom teacher, who, in turn, sends them back to me in the office. I check them.

Mr. QUIE. When you say that you check them, how do you check them?

Mr. RIEDEL. I call them and ask them. I am not really a stickler on it. If they verify that they are making $4,000. If I call and ask: "Are you making $4,000"; and they say: "Yes, I am making $4,000," then, to me they are entitled to a free lunch.

Mr. QUIE. Some of the superintendents have come to me and asked what they could do about it. I never figured out what they could do about it. But some persons are, obviously, making substantially more.

Chairman PERKINS. I would say that it would not be the responsibility of the superintendent to try to get behind what the family is making. Where my youngster was in school, I used to get one every year.

I would put my salary on there, and that was it. That is the same way, and the only way that you can obtain the information.

Mr. QUIE. I tried not to send it back, so that Montgomery County would not find out that I was a Government employee, and I did not want the Montgomery people to get money that I thought ought to go to Minnesota.

Chairman PERKINS. They kept insisting.

Mr. OSBORNE. If I may add something. There are some people who will boost up the thing far beyond reason.

Chairman PERKINS. This is an area where you people have a great responsibility. A great number of people in my district should be receiving relief, and they will not accept welfare. I know it. They are too proud to do it.

With these schoolchildren, I feel that it is entirely a different matter. Their health is involved, preventive health is involved, and we ought to do everything that we can. Where the parents may qualify for a free or reduced price, there is nothing wrong with making that known to the community. Letting the parents know that there will be no identification, and that no one will know anything about it. It is secret, and it will be kept entirely secret.

The reduced price lunch program would not have come to a total of 10 million today, had it not been for this provision in the bill.

I am going to say that this is going to boost the program and add additional children by the thousand, I would hope. It is up to you people to do it. I want to see the results of it a little later.

Mr. RIEDEL. I have one question.

I was talking about the idea of my not being a qualified dietician, or nutrition person, or something like this. We have a regionalized concept in Kentucky, and I am sure that you are aware of the regionalized education program.

To me this would be the solution for schools that are my size, which cannot afford to have a certified nutritionist or dietician to supervise and take charge strictly of the lunchroom program.

We could have a person, countywide or independentwise, I believe, and this would be very adequate. We could pay that person $15,000 to supervise the school lunch programs, and make sure that everybody involved is concerned with good nutrition for the schools.

Chairman PERKINS. I would think so myself.

This is a matter that has to be handled very carefully, because it is a ticklish proposition anyway. A child from a family with income of $4,000 is equal in equality to a child from a family with income of $100,000, but he is a child who has to be handled diplomatically. You need somebody in that area, as you suggested, to do this thing.

Mr. QUIE. Let me make one comment. We moved to make it mandatory to provide reduced cost lunches to those qualified in their income level.

But with the ethical standards of the people in this country, and how they react, there will not be any hue and cry reaction if many people who qualify for free lunches don't take them, and those who qualify for reduced price lunches don't take them.

There are those of us who will push for you to have an opportunity to do it, and to provide lunches in a way where there will be the least amount of indication of whether a person falls in one of the three areas or not.

However, if it starts developing that some people who don't qualify, are actually getting free or reduced cost lunches for their children, that is what is going to give the program a black eye.

There will be those people who will say, "Well, we will give this to everyone, so we will not have to have that kind of a determination." The die is cast as to where we are going to go now, and I don't think that we are going to move in that direction where the Federal Government is going to pay for everybody's lunch, no matter what income they have.

One thing that is going to shoot the whole program down, more than anything else, is the person with a higher income who is shown to be receiving a free or reduced price lunch. This is what people will react against. I wanted to throw that out as a problem that I see, as one who pushed to have the legislation for permanent, mandatory reduced cost lunches.

Chairman PERKINS. I think that we all agree with that observation. But the evidence that we heard here, before you arrived this morning, they only expect 1- or 2-percent growth in my own State, and I just could not believe it. It just took me off of my feet.

I know that this is incorrect, knowing how the reduced price program has grown since you and I brought those bills to the floor, providing hundreds of millions of dollars for reduced price meal program.

There have never been any abuses that we have heard of. There may have been some abuses in the food distribution, but I think that it is going to be a long time in the future before we have any abuses of that kind. I believe that in the Appalachian area, you are going to have very little of it. I am sure that all of you will agree on that.

Thank you.

Does anyone have any further questions?

Mr. QUIE. No.

Chairman PERKINS. All right, we want to thank you, members of the panel, and we want to insist that you do this other job.

Our next panel consists of the Paul G. Blazer High School student council officers.

Will you identify yourselves?

Mr. MANN. I am Howard Mann.

Chairman PERKINS. First of all, I would like to express my appreciation for your listening to us. I think that it is very good to be able to get the opinion of the students, since you are the ones who will benefit from the lunch program. I also hope that it will be helpful to you.

STATEMENT OF THE STUDENT COUNCIL OFFICERS OF PAUL G. BLAZER HIGH SCHOOL; HOWARD MANN, TONY STAPLETON, RUSSELL WALKER, CONNIE KIBBEY, BRYAN SALTZ, AND SHERRI NIBERT

Mr. MANN. First of all, we believe that the Federal lunch program is very beneficial, and we are in total support of it.

The students of Paul Blazer High School appreciate the opportunity to present our views on the Federal lunch program in our school. We feel that, on the whole, this program is very beneficial to the student body, and we welcome the chance to voice our support.

The most important aspect of the program is its availability to all students. Most students are able to afford the relatively low, regular cost lunch. For those who are unable, the reduced cost or free lunch options still provide a nutritional midday meal which otherwise would be unobtainable.

Another benefit derived from the program is its guarantee of a well balanced meal. A wholesome meal is essential for full participation in a normally active school day. The carefully planned meals meet this need better than an unplanned sack lunch.

In addition, the school lunches provide the students with a hot, freshly prepared meal, which could not be brought from home.

The desire of the lunch program personnel to aid the students and encourage their participation is exhibited in several ways. They take great care to prepare all food under strictly sanitary conditions. Also, they offer such special choices as diet plates as well as a varied selection of courses on most occasions.

Despite these positive facets, the studnts do not always take advantage of the school lunch opportunities. The reasons behind this lack of participation suggest that the program could be improved so that it would be more appealing to a larger percentage of the student body.

One complaint voiced by many students is that the color, texture, and general appearances of the food are unappetizing. If a way could be found to improve these qualities, student involvement would increase appreciably.

Many students also express a dissatisfaction with the combinations of foods offered. Clashing combinations, in turn, lead to poor flavor. An effort should be made to coordinate the types of food served to enhance the overall appeal of the lunch.

Mr. Bevins brought the smorgasbord type of service up. We had discussed this earlier. We feel that this would be one of the best ways that we can see of increasing the student participation in the school lunch program.

A lot of times, they don't like what is being offered on a certain day, so they will just bring their lunch to school. We feel that if more variety were added, and the kids could pick exactly what they wanted, they would be more inclined to buy their lunches.

Also, this would cut on the waste. Since you are giving us $2.7 billion. We feel that any amount of waste is going to mount up to a pretty sizable margin. So we feel that this smorgasbord type of lunch would really solve almost all of the problems that we have had and increase the student participation in the lunch program.

The students appreciate the program, and the way that it is being dealt out. If this particular smorgasbord type of service were instituted into it, everything would probably run smoothly.

As we have shown, the easy availability, assured nutrition and careful preparation of the Federal lunch program make it an extremely significant part of the educational process. With the minor correction that we have cited, it can be made even more effective.

Once again, we appreciate this opportunity to contribute our views to the Members of Congress present on the school lunch program.

Chairman PERKINS. Do any of the other members of the student body want to add any other comments?

Mr. WALKER. I think that it sums it up pretty well for us.

Chairman PERKINS. I have a couple of questions.

First, let me ask the moderator. You suggested the smorgasbord type of approach, but I doubt that the provisions that we added in the bill last year permitting the seniors to help select the foods that are served in the school lunchroom have been implemented fully in Kentucky.

You have offered the suggestion of the smorgasbord approach, which would be most helpful in increasing the participation.

I want to ask you whether the cost, in your opinion, of the regular lunch program has cut down on the participation?

Mr. MANN. I really don't think that the cost has cut down on the participation.

Chairman PERKINS. Let me ask, the entire panel, do you feel that the cost has cut down the participation in the regular lunch program?

Miss KIBBEY. I remember the price going up, but I don't think that it has cut down the participation, because everything else goes up also. I think that it is just the same as it always was. I think that people are going to go ahead and pay for it. That is the way it goes.

Mr. SALTZ. I think that in this area it does not make that much difference because most people can afford it. Fifty cents is not that great a hardship.

Miss NIBERT. I am Sherri Nibert, and I come from a pretty large family. Sometimes, when you raise the price, maybe a nickel or a dime, it is multiplying itself when you have four kids to deal with. I don't think that it has made that much difference to speak of.

Chairman PERKINS. When you get up to a greater number of children, that is the reason that we added this increase income for the reduced price lunch.

Now we will hear from you.

Mr. WALKER. I am Russell Walker. I don't think that the cost presents any barrier to the students. I find that many of them, really, are willing to pay the higher prices, and bring their lunch; or, against the school rules, they will go off-campus sometimes surreptitiously and paying more at a local restaurant, to get higher quality food.

There has been a lot of talk about the free lunch. I think, in this particular area anyway, where we do have a lot of people who are in higher income brackets, you would find more opposition to that, because some of the people who can afford to pay the 50-cent price, would be opposed to having their tax money to support the price of the lunch.

I think that in this area, the price is more of a positive factor than a negative factor.

Chairman PERKINS. The reduced price lunch cannot go above 20 cents, and we wrote that in the law about 6 years ago.

Would you give us your view?

Mr. STAPLETON. I am Tony Stapleton. I agree with Russell that the price is not really a factor because the students who don't eat lunch here, a lot of times will go to McDonald's or somewhere and pay $2 for their lunch. I really don't think that the price is really a factor.

Chairman PERKINS. Let me ask you one further question. The gentleman who testified has touched upon it.

How can we improve participation in the regular school lunch program? Give us your views.

Mr. STAPLETON. Most students, I believe, maybe we are a generation of spoiled boys and girls. If we don't get the food that we want, we don't eat it.

I believe that possibly some students complain about the combination of the meal. Possibly, if there is anyway to improve the flavor of the food, but I really don't know. When you prepare food for 1,000 kids, you cannot always get high-quality flavor.

I like the food in the cafeteria. A lot of students complain about the taste, but I like the taste. That is the only reason.

Mr. SIMON. If I may interject, if you will yield.

I can verify that this young man likes the food because he had two lunches today.

Mr. STAPLETON. Some students complain that one lunch is not enough. For me, one lunch is not enough. The same thing is true with the breakfast program here. One breakfast here is not enough. I need three or four of them to fill me up.

Chairman PERKINS. You go ahead.

Mr. WALKER. I think that Tony touched on the major problem. It is not only the food, but it is the taste of the food. We are sort of fighting what you could call the mother's home cooking syndrome here.

Everyone comes to school and expects to get something that tastes just like their mother cooked it. Food that is pulled steaming hot out of the oven, and placed lovingly before them, which is not really feasible, but this is what the students expect.

Unless we can come a little closer to meeting that expectation, in terms of the amount of preparation that goes into the food, and in terms of the flavor of the food, we are going to have a hard time getting more people into the program. Also the combinations of food that are put together, if the students had the opportunity to put their own meals together in the smorgasbord, buffet type of combination, if they were just given more of a choice, you would have greater participation in the program.

There are always secondary reasons. I think, sometimes, the fact that you may have a long line to go through in order to get a school lunch, and the fact that you have a limited time, usually a half-hour, for lunch, if you spent 10 or 15 minutes of that in line to get your lunch. Then, you are going to have more of an incentive to bring your lunch, so that you can go right in, and spend your 20 minutes eating.

If there were some way, possibly through increased personnel, to cut down on the waiting time, that might help some also.

Mr. MANN. I am in partial agreement with each one of them.

I am like Tony, I don't see much wrong with the taste of the food. When 12 o'clock comes, I am about ready to eat anything.

As to the long lunch line, I have heard a lot of students complain about that. In our campus style here, by the time you get to the lunchroom and get in line, you usually have 10 minutes to eat.

Chairman PERKINS. Maybe that could be remedied by starting earlier. Do you start at 11 o'clock?

You go ahead and comment.

Miss KIBBEY. I want to say that I think that the best way would have to be the smorgasbord, because not everybody is going to like what is offered on a certain day.

Today, they had a choice of chicken or fish. If they had only had chicken, a lot of people would have said: "I don't like chicken, so I am not going to eat."

I think that the smorgasbord would really solve the problem because that way you could get a choice of about anything you would want.

Chairman PERKINS. Do you have anything to add?

Mr. SALTZ. I would like to say that I am in agreement with everything that has been said. I would like to make a point.

It may sound like the food is really terrible, but it is just certain items on the menu have a reputation for not being up to what they should be. Most of the students who see those items on the menu will automatically say: "I am not eating on that day."

Most of the time, they do not inform you that you have a choice. Like today, we were not informed that we would have a choice between fish and chicken. If you don't like fish, you would not eat.

I know some people who are fond of cutting line, but I don't believe in it. If I am at the end, I will get my lunch 10 minutes before I am due back in class, and that is not enough time. We are really pushed.

We start at 11 o'clock, and it is 12:30 before the last bell. So there is not much that we can do about it here. We cannot do anything about that.

Another thing is the attitude of the students. A lot of them don't like to admit that they like the lunch. There is a matter of pride involved in it, somehow. I have seen it from the seventh grade on, and they don't like to say that they like the lunches here. Whether they do or not, I don't know.

However, if you could do something about that, it would really help.

Mr. QUIE. What are the foods that they see, and then they won't eat?

Mr. SALTZ. Corn dogs.

Mr. STAPLETON. Yellow french fries.

Mr. MANN. Dried peas.

Mr. QUIE. I was interested to hear that you were not told that there was a choice. How often is there a choice?

Mr. SALTZ. We discussed it yesterday. There is a choice of something almost every day. It can be vegetables, salad or something. Most of the time, you have a choice between two, but you are not informed of the choice.

Sometimes, the menu will say that you have a choice in the vegetables or something like that. You have a choice almost every day, but you just don't know what it is going to be a choice between.

Mr. QUIE. I noticed, when we went through, there was meat, the fish, the macaroni, or whatever. If you did not want the macaroni on the plate, how would you take care of that? Would you tell them that you did not want the macaroni. I know that sometimes the young ladies don't want those starchy foods.

Mr. MANN. I have asked them: "Please don't put that on there," when you are on a diet or something, or you plain don't like it, but they have to put it on there. They are bound under some kind of rule to put it on the plate, everything that is on the menu.

Mr. QUIE. That is what I thought.

Some of the Close-Up students told me about that, and I thought it was ridiculous. I talked to the Department of Agriculture about that, and I found out that this is the way they had written the regulation.

We changed the law last year. Our senior high school students can refuse anything that they want, according to the law. The regulations have been sent out. Out of the five items, you can refuse two, but you have to take three in order for the school to be reimbursed, which is also contrary to the law, however.

If you take less than three items, as I see the regulation, then you have to pay for the meal, even though you may be eligible for a free or reduced-price meal, which is also contrary to the law.

I think that you ought to know that the senior high school students can have their choice, and this is now a matter of law. You can use that on them. It could be a problem here, when they put everything on the plate. You would have to catch them ahead of time, to tell them not to put it on the plate.

Second, is there any student participation in the preparation of the menu?

Mr. MANN. No.

Mr. QUIE. That is another part of the law. The Secretary I guess, has not written the regulation, and wants to check with the States on that. It has been written in to prevent plate waste.

In developing the menus, you should have means to allow the students to participate in the development of the menu. It does not mean that you would do away with the nutritionist, because the meal would have to be nutritional.

I think that what you pointed out was a part of it. I know, in Minnesota, when they got a good buy on beets they put them on the menus all over the State. If you had had students working on the menu, they would have known better.

I would encourage you to use what we have given you, as students, to help make this program better in that way.

Let me ask you. Sometimes, you don't eat the lunch, and you bring something from home. Those of you who do that, why do you do it?

What do you think is the reason? On the days that you don't eat the school lunch, but you bring your own lunch, why do you do that?

Miss KIBBEY. We hear the school lunch menu over the radio station in the morning, and we know what they are going to have on that day. They say: "Today, your menu will be."

Mr. QUIE. You have to decide before going to school that you are not going to eat lunch.

Miss KIBBEY. On those days, I prefer to bring from home something that I like, rather than eating a good meal in school, but not like it. I would not enjoy it as much as if I had brought something from home.

Mr. QUIE. Don't you find out about the lunch menu a week ahead of time?

Miss KIBBEY. They have a little menu that is posted on the bulletin board inside the lunchroom. When you go through the line, and buy your school lunch, you can see what they are going to have for the week. But they don't post it more than a week ahead of time.

Mr. QUIE. You find that out on the radio?

Miss KIBBEY. Yes, at about 7 o'clock in the morning.

Mr. SALTZ. It is the same reason for myself. I hear it on the radio, or if I eat lunch, I will glance at the menu and see that they are having this and this, so I had better bring my lunch, and this is what I do for the items that I don't like.

Mr. QUIE. What about the others?

Mr. MANN. Sometimes, I don't have too much time, because right after lunch I may have a science class, and I will have a test. So, I will take part of my lunch period to study. I bring something so that I can get done pretty fast, and then go and study some more.

Mr. WALKER. I do about the same thing. I listen to the radio in the morning, and decide whether I like what they will be having on the school lunch that day better than what I can bring from home.

If I decide that I dislike the school lunch more, then I decide what I am going to bring from home. I bring my lunch from home.

Mr. QUIE. My children have all done that as well. We have five children. Four of them are out of school, and one is in the elementary school. To me, I see nothing wrong with that. Do you see any problem with that?

Mr. WALKER. If there are 2 or 3 days in succession where I don't want to eat the school lunch, Spam and potato chips from home can get a little tiring. I might also question the nutrition involved there.

I don't sit down with the dietary chart and plan out my lunch from home. I just grab a bag of potato chips and throw it in, and whatever else happens to be available. I hope that it gets me through the day.

Mr. SIMON. Russell expresses himself so well, that you had better watch him. Some day, he may run for Congress.

Chairman PERKINS. By that time, I will be ready to retire.

Mr. STAPLETON. The public enemy No. 1, here, is probably a grilled cheese sandwich. When we are having a grilled cheese sandwich, this is my own personal opinion, but I prefer to bring a sandwich from home, or go out.

Mr. QUIE. Let me ask you, here. Do you find any problem with students knowing that some students are receiving a free lunch, or not receiving a free lunch? You have such a small percentage of free or reduced cost meals, but does that present a problem to you?

Mr. MANN. No.

Chairman PERKINS. Mr. Simon.

Mr. SIMON. Thank you, Mr. Chairman.

If I may follow through on Mr. Quie's last question. Do you know which students are getting free lunches, and which students are not?

Miss KIBBEY. Sometimes.

Mr. SIMON. When you say, sometimes, how do you know?

Mr. MANN. Sometimes, we pay for it right there, and sometimes you can tell when someone just walks on through. I don't know that it is much of a problem anyway. A lot of times, you will hear it from the person himself, or herself. They will tell you that they are getting a free lunch.

I don't know many people who go around trying to find that out.

Mr. SIMON. If I may follow through on a couple of other questions.

You mentioned that sometimes you bring your lunch from home. How often during a week, on an average, would you bring your lunch from home.

Mr. STAPLETON. I rarely bring my lunch from home. I buy it here.

Mr. SALTZ. Approximately two times a week.

Miss KIBBEY. Sometimes, if I don't know what they are having for lunch on that day, if I have missed it on the radio, I think: "Well, I just will bring my lunch, just in case I would not like it."

Then, I will find out that I like what they are having for lunch, and I will buy my lunch anyway, and I will take my lunch home. If I am really hungry, I may eat them both. I would say that this is about two times a week.

Mr. MANN. I bring mine once every 2 weeks, or sometimes less than that. I don't bring a lunch from home very often. Maybe once, or twice a week.

Mr. **Stapleton**. I don't think that I even bring it once a week. I usually buy two lunches.

Mr. **Simon**. Was the meal that you had today average, or above average?

Mr. **Walker**. It was above average.

Miss **Nibert**. It was above average.

Chairman **Perkins**. There are no further questions. We appreciate your being here, and your candor, too.

I must say that I have slipped in here on a few occasions for meetings. Every time I have stepped in here, I have always eaten lunch in the cafeteria, and personally I felt that it was one of the outstanding lunchrooms in my congressional district.

As a whole, I think that eastern Kentucky has good lunchrooms, as we have throughout the Nation.

Mr. **Quie**. That is true.

Chairman **Perkins**. Mr. Hall.

Mr. **Hall**. As I hear, what you are saying in balance, is that some people would gripe even if you had steak?

Mr. **Mann**. Yes.

Mr. **Hall**. But you feel that on a day-in and day-out basis, the meals are a good inducer of the service. I don't want to talk any of you out of eating your lunch, but one of you indicated that you might bring your lunch, if you had a test after lunch.

You might be interested to know that you do better on a test if you are hungry. I am not suggesting that you go hungry.

I have found this to be a very refreshing panel. I have found this group very refreshing, Mr. Chairman. I have a lot of hope for the future of the country seeing such clean-cut young people.

I want to compliment the panel. I think that you have made an excellent presentation. I just wish that the full Committee on Education and Labor could have heard this panel today. I believe that they would receive some education.

You have done an excellent job. I appreciate the fact that you have put in an appearance.

Chairman **Perkins**. I just wish that we could have had more time, and we could all have done a better job. We put this thing together more or less on the spur of the moment, not knowing whether we would have the Friday session.

I would have liked to have held the other meeting in Pikeville, but I could not get my people from Cleveland and other places to agree to come there. This shows why you need good transportation into an area. I hope to see the day come when we can get some improvement.

We have made a mistake by not constructing a better airport for the people who come in from the Midwest. We did not do it. But we are making progress, and we will continue to make progress.

I am going to thank this panel. You have been most helpful. Thank you.

Our next panel consists of Judy VanDerSchaaf, director of the school food services, Hardy County schools, West Virginia; and Elizabeth Melvin, director, school services, Portsmith City schools, Ohio.

STATEMENT OF MRS. JUDY VanDerSCHAAF, DIRECTOR, SCHOOL FOOD SERVICES, HARDY COUNTY SCHOOLS, WEST VIRGINIA

Mrs. VANDERSCHAAF. Chairman Perkins, and members of the committee, I thank you for the opportunity to share some of my views on the accomplishments and problems under the National School Lunch and Child Nutrition programs.

My name is Judy VanDerSchaaf and I am employed by the Hardy County, W. Va., Board of Education, Moorfield, W. Va. I wear several hats in our system. I am school food service supervisor. I manage the largest cafeteria in the county. I also do some news reporting for the board of education.

I am a member of the American School Food Service Association, legislative chairman of the West Virginia School Food Service Association, and I am a member of the National School Public Relations Association.

First, let me tell you that Hardy County is in the eastern panhandle of West Virginia, about 3 hours from Washington, D.C. We are a rural area, chiefly dependent upon the poultry, sheep, and cattle agricultural enterprises.

We have several industries that employ over 200 people and, unlike so many other areas, we have not been crushed by the recession and rising inflation. Our total population is close to 9,000.

Child nutrition programs cover a wide spectrum, but because my job directly involves me only in school food service, I will address myself only to matters pertaining to feeding public school children.

We have 2,300 students enrolled in our seven schools, from Head Start to seniors in high school, plus we have some Vietnam veterans enrolled in vocational programs. Most of our students depend on school bus transportation.

We have five breakfast and lunch programs. About 60 percent of our students are eligible for free or reduced price meals, quite a large percentage, but not uncommon in the State of West Virginia.

Our school administrators back school food service programs 100 percent, and are always eager for means in which to improve them.

At this point, with your permission, I would like to submit for the record a statistical summary of our school food service participation, income, expenses, and reimbursements for the past 2½ years.

Chairman PERKINS. Without objection, it will be made part of the record.

[Information submitted by Mrs. Judy VanDerSchaaf follows:]

HARDY COUNTY SCHOOLS
Moorefield, West Virginia

A Statistical Summary of School Foodservice Programs
September 1973 - January 1976, Annual Totals

1973-74

	Participation		Reimbursements			Meal	
Schools	Lunch	Breakfast	Lunch	Breakfast	St. Aid	Payment	Expenses
Baker							
HS-6 - 94							
Free	7,274	1,255					
Reduced	6,474	449	—				
Paid	- - -	1,217					
Adult	425	-----					
Total	14,173	2,921	$ 7,363	$ 528	$ 646	$ 2,005	$ 9,847
Mathias							
HS-12 - 360							
Free	25,618	-----					
Reduced	12,071	-----					
Paid	11,215	-----					
Adult	2,240	-----					
Total	51,144	-----	$21,021	---	$1,145	$ 5,672	$26,241
Moorefield							
HS-6 - 686							
7-12 - 642							
Free	68,248	2,086					
Reduced	10,889	373					
Paid	53,524	2,306					
Adult	5,628	13					
Total	138,289	4,778	$53,184	$ 819	$1,726	$22,009	$76,668
Old Fields							
Spec. Ed. - 45							
Free	6,015	4,929					
Reduced	170	-----					
Paid	362	-----					
Adult	578	-----					
Total	7,125	4,929	$ 3,852	$1,325	$ 445	$ 521	$ 6,339
Wardensville							
1-12 - 367							
Free	17,966	4,578					
Reduced	5,157	561					
Paid	13,696	536					
Adult	1,890	9					
Total	38,709	5,684	$15,806	$1,474	$1,233	$ 7,386	$21,703
Summer Programs							
Free	767	826					
Reduced	---	---					
Paid	325	350					
Adult	155	163					
Total	1,247	1,339	$ 494	$ 285	$ 20	Inc. Abv.	Inc. Abv.

HARDY COUNTY SCHOOLS
Moorefield, West Virginia

A Statistical Summary of School Foodservice Programs
September 1973 - January 1976, Annual Totals

1974 - 1975

Schools	Participation		Reimbursements			Meal	
	Lunch	Breakfast	Lunch	Breakfast	St. Aid	Payment	Expenses
Baker HS-6 - 94							
Free	9,250	1,236					
Reduced	1,499	236					
Paid	2,103	936					
Adult	104	---					
Total	12,956	2,408	$ 6,770	$ 539	$1,431	$ 1,403	$10,759
Mathias HS-12 - 362							
Free	30,528	828					
Reduced	9,370	213					
Paid	9,830	512					
Adult	1,630	---					
Total	51,358	1,553	$25,480	$ 365	$1,794	$ 7,111	$36,898
Moorefield HS-6 - 693 7-12 - 647							
Free	91,225	2,371					
Reduced	12,960	749					
Paid	51,195	1,893					
Adult	6,201	-----					
Total	161,581	5,013	$74,758	$1,120	$1,450	$22,537	$93,292
Old Fields Spec. Ed. - 41							
Free	6,164	5,948					
Reduced	-----	-----					
Paid	-----	-----					
Adult	493	-----					
Total	6,657	5,948	$ 3,869	$1,892	$ 913	$ 494	$11,276
Wardensville 1-12 - 358							
Free	23,582	7,578					
Reduced	3,599	524					
Paid	10,549	116					
Adult	2,516	11					
Total	40,246	8,229	$20,280	$2,593	$ 912	$ 8,666	$35,664
Summer Programs							
Free	254	248					
Reduced	40	35					
Paid	295	250					
Adult	129	121					
Total	718	654	$ 239	$ 113	----	Inc. Abv.	Inc. Abv.

HARDY COUNTY SCHOOLS
Moorefield, West Virginia

A Statistical Summary of School Foodservice Programs
September 1973 - January 1976, Annual Totals

*1975 - 1976

Schools	Participation		Reimbursements			Meal	
	Lunch	Breakfast	Lunch	Breakfast	St. Aid	Payment	Expenses
Baker							
HS-6 - 91							
Free	5,887	870					
Reduced	983	247					
Paid	1,212	412					
Adult	364	8					
Total	8,446	1,537	$ 4,631	$ 408	$ 492	$ 621	$ 6,937
Mathias							
HS-12 - 385							
Free	17,155	521					
Reduced	4,906	84					
Paid	6,945	271					
Adult	1,179	---					
Total	30,185	876	$15,700	$ 229	$1,136	$ 3,981	$18,213
Moorefield							
HS-6 - 705							
7-12 - 652							
Free	50,382	1,622					
Reduced	8,944	219					
Paid	29,428	1,176					
Adult	3,648	---					
Total	92,402	3,017	$44,174	$ 733	$1,452	$13,055	$48,915
Old Fields							
Spec. Ed. - 40							
Free	3,119	3,071					
Reduced	85	84					
Paid	89	85					
Adult	364	97					
Total	3,657	3,337	$ 2,182	$1,084	$ 588	$ 460	$ 4,905
Wardensville							
1-12 - 378							
Free	12,911	3,525					
Reduced	3,660	180					
Paid	9,194	81					
Adult	1,615	---					
Total	27,380	3,786	$12,355	$1,266	$1,136	$ 6,214	$21,076

* Five month totals

[illegible] Of Education
County [illegible]

Form S-SL-3 Adendum

County
CALENDAR MONTH OF

WEST VIRGINIA DEPARTMENT OF EDUCATION
CHARLESTON WEST VIRGINIA-25305
National School Lunch Program and Special Milk Program
Claim for REIMBURSEMENT

IMPORTANT- The County Consolidated Report supported by participating Individuals School Claims must be submitted by the 10th day of the following month to:

WEST VIRGINIA DEPARTMENT OF EDUCATION
CHARLESTON, WEST VIRGINIA-25305

School ________

Sponsoring Agency ________

NATIONAL SCHOOL LUNCH PROGRAM

SCHOOL CODE ________

1. Reimbursement Earned
   A. Lunch- Section 4 (12C) ________
   B. Lunch- Section 11 (12F + 12I) ________
   C. State Aid (Item 25C) ________
   D. County Allocations ________
   E. Catered Meals ________
   F. Non-Food Assistance ________
   G. Sub-Total ________

2. Income Due:
   A. Opening Cash Balance ________
   B. Sub-Total (1G above) ________
   C. Children's Payments-Lunch ________
   D. Children's Payments-Extra Milk ________
   E. Adult's Payments-Lunch ________
   F. Adult's Payments-Extra Milk ________
   G. Other Cash Income ________
   H. Loans to Program ________
   I. Total Income Earned ________

3. Total Costs for Current Month
   A. Food and Milk-Lunch ________
   B. Extra Milk (Food + Labor) ________
   C. Labor-Type A Lunch ________
   D. Supplies & Miscellaneous-Lunch ________
   E. Total Costs paid by County ________
   F. Equipment Depreciation ________
   G. Equipment Purchases ________
   H. Loan Repayment ________
   I. Total Costs ________

4. Closing Balance for Lunch & Milk Programs
   A. Total Income Earned (2 I above) ________
   B. Minus Total Costs (3 I above) ________
   C. Closing Balance ________

5A. Non-Cash Donations of Food & Labor ________
5B. Non-Cash Donations of Other Items ________
5C. Estimated Value of Government-Donated Food ________
6. Calculated per Meal Cost for Current Month
   A. Total Reimbursable Costs
      (3A + 3C + 3D + 3E + 3F + 3H + 5A) ________
   B. 6A Divided by Total # Lunches Served
      (12A + 12 + 12I) ________

S-SL-3
(REV 1974)

WEST VIRGINIA DEPARTMENT OF EDUCATION
CHARLESTON, WEST VIRGINIA - 25305
National School Lunch Program and Special Milk Program
CLAIM FOR REIMBURSEMENT

County
CALENDAR MONTH OF
19

IMPORTANT - The County Consolidated Report supported by participating individual School Claims must be submitted by the 10th day of the following month to

WEST VIRGINIA DEPARTMENT OF EDUCATION
CHARLESTON, WEST VIRGINIA - 25305

School

Sponsoring Agency

NATIONAL SCHOOL LUNCH PROGRAM

SCHOOL CODE

1 Reimbursement		2 Actual Cash Available During Month		3 Actual Cash Expenditure During Month	
A Lunch	$	A Opening Cash Balance	$	A Food	$
B Milk	$	B Subtotal	$	B Milk	$
C State Aid	$	C Child Pay Lunch	$	C Labor	$
D County Funds	$	D Child Pay Milk	$	D Loan Repayment	$
E O E O H S E C	$	E Adults Payments	$	E Other Expenditures	$
F Breakfast	$	F Loans to Program	$	F Equipment	$
G Non-Food A	$	G Other Cash Income	$	G TOTAL	$
H SUBTOTAL	$	H Total	$	4 Closing Balance	$

5 Total Non-Cash Donations $ ________ 6 Number of School Days Served ________

7 Price Charged for Lunches - Children ________c Adults ________c Catered Lunches ________

8 No. Free Lunches Not included in 12D ________ 9 Adjusted Claim-Lunch (For Office Use Only) Section 4 Section 11

10 Number Unpaid Lunches ________

11a No. Adult Lunches sold ________ b No. Adult Lunches Free ________ c No. Catered Lunches ________

12 Lunch Type	Total Number of Lunches Served Children (Col 1)	Approved Rate of Reimbursement (Col 2)	Reimbursement (Col 1 x Col 2) (Col 3)
A With Milk	A	B c	C $
	D FREE	E c	F $
	G Reduced Price	H c	I $

SPECIAL SCHOOL MILK PROGRAM

13 Price per ½ pint of Milk paid to Distributor
a Unflavored ________c
b Flavored ________c

14 Charge to child per ½ pint of milk Daily
a Unflavored ________c
b Flavored ________c

15a No. School Days Served ________
b No. Approved Applications for Free Meals ________ c No. Children Receiving Free Milk ________

16 Total number of ½ pints purchased during month covered by this claim

17 Number ½ pints served
a To children in Type A lunches ________
c PLUS Adults - Actual Count ________
b Plus Breakfast milk ________ or 3% of Item 16 ________
d

18 Total number of ½ pints served to children under the Special School Milk Program (Item 16 minus Item 17)

19 Type Program (Number ½ pints served)	(a) Flavored	(b) Special Assistance	(c) Unflavored
20 Reimbursement Rate	c	c	c
21 Claim			
22 TOTAL OF SPECIAL MILK CLAIM			$

23 Total of All Unpaid Bills on Hand $ 24 Adjusted Claim-Milk (For Office Use Only)

25 State Aid (For County Office Use Only) A Number Days State Aid Requested B Amount Per Day C Total

I certify that to the best of my knowledge and belief this claim for reimbursement is true and correct in all respects and is in accordance with the terms of the existing agreement(s) and that payment thereof has not been received. Records are available to support this claim.

A COPY OF THIS CLAIM MUST BE KEPT BY SPONSOR

[illegible] ________

[illegible] ________

INSTRUCTIONS FOR COMPLETING COMBINED CLAIM FOR REIMBURSEMENT

Each claim shall cover all school lunch and special school milk operations and State Aid as requested during one month but not more than one month except at the beginning or end of the school year. The original of this form should be completed in ink, indelible pencil or be typewritten; all erasures, strike-overs or other corrections made on the original must be initialed. Each participating school will complete this form and forward the original and one copy to the county office. (One copy shall be retained in each school). The original copy of the county consolidated claim, supported by original copies of the individual school claims is sent to the State Office.

Show name of the school as shown in Schedule A of the Agreement(s) and the name of the sponsoring agency shown in the Agreement(s). Show School Code as assigned in Schedule A of the Agreement(s).

NATIONAL SCHOOL LUNCH PROGRAM

Item 1. Items 1A through G must reflect reimbursement payments as these are received in the schools. These reimbursements are for previous months, not for the current month.

The first month's report should include all reimbursement payments received after the program closed in the spring which have not been reported previously.

Item 2. Actual Cash Available during the month should include:
A. Opening cash balance (Item 4, Closing Cash Balance brought forward from prior month's claim). For the first month's claim this amount must be the closing cash balance reported at the end of school in the previous year.
B. Subtotal of Federal Reimbursement Payments brought forward from Item 1H.
C. Total amount paid by children for school lunches or breakfasts.
D. Total amount paid by children for any additional milk purchased.
E. Total amount paid by adults for lunches, special milk, breakfasts, catered meals.
F. Amount of money loaned or advanced from other funds.
G. All other cash income received.
The first month's report should include all money received after the program closed in the spring which has not been reported previously.

Item 3. Actual Cash Expenditures during month should include all purchases of goods and services during the month for which payment actually was made.
A. Cash expenditures for all food purchases including expenditures incurred in handling USDA foods.
B. Cash expenditures for all milk purchased.
C. Cash expenditures for all labor costs.
D. Cash expenditures for loan repayments.
E. Cash expenditures for supplies and all expenses other than food, labor or equipment.
F. Cash expenditures for equipment purchases.
G. Total cash expenditures cannot exceed the total cash income for the month, Item 2.

Item 4. Compute Closing Balance by subtracting Item 3G from Item 2H. Item 4 must become the opening cash balance for the next month's claim. Item 4 should agree with the bank balance at the end of the month.

Item 6. Include the estimated value of foods donated by parents, community members, etc. Do not include USDA foods.

Item 8. Enter only the total number of lunches served to children free for which reimbursement is not claimed under 12D. Do not enter charged lunches until these are determined to be free.

Item 10. Enter the total number of charged lunches which have been served during the current month and for which payment has not been received.

Item 11. a. Enter the total number of paid adult meals. b. Enter the total number of adult lunches served free to adult staff members charged with supervision duties. c. Enter the total number of catered lunches.

Item 12. Column 1: Enter the total number of lunches served to children. Column 2: Enter the rate of reimbursement which has been assigned by the State Office. Column 3: Compute by multiplying Column 1 by Column 2. In 12A, enter all lunches served to students. In 12D, enter all free lunches served to eligible students. In 12G, enter all reduced price lunches served to eligible students.

SPECIAL SCHOOL MILK PROGRAM

Item 13. Enter the full price for each ½ pint of milk paid to the milk distributor. If flavored milk is served as well as unflavored, both prices must be reported. All milk prices must be converted to the amounts charged for ½ pint.

Item 14. Enter the DAILY price(s) charged to children for each ½ pint of milk.

Item 15. a. Enter the total number of school days when special milk was served. b. Enter the total number of students with approved application for free meals. c. Enter the average daily number of students who received ½ pint of free milk for which reimbursement is claimed under 19-21 (b).

Item 16. Enter the total amount of fluid milk purchased for all purposes by the school during the month covered by this claim. The amount purchased should be supported by invoices or receipts from your milk distributor. If milk is purchased in containers other than ½ pints the total milk purchased must be converted to ½ pints.

Item 17. (a) Enter the total number of ½ pints of milk served to children in Type A school lunches (See Item 12). (b) Enter the total number of ½ pints of milk served to children in the School Breakfast Program. (If the school does not participate in the pilot School Breakfast Program, no entry is made). (c) Enter the total number of ½ pints of milk served to adults. This amount may be determined either by actual count, or by taking 3% of Item 16. Each school must decide at the beginning of each school year which of the two methods of computing adult milk consumption will be used.

Item 18. Enter the total number of ½ pints of milk consumed by children under the special milk program. Subtract Item 17 from Item 16.

Item 19. Enter the total number of ½ pints of unflavored milk served to children in Item 19c. If the school has been approved by both the County Office and the State Office to serve flavored milk to children, the total number of ½ pints of flavored milk should be entered in Item 19a. If the school has been approved by the State Office for participation in the Special Assistance Milk Program, the total number of ½ pints of extra milk served free to needy children is entered in Item 19b.

Item 20. Enter the approved rate(s) of special milk program reimbursement. If the school has been approved to serve flavored milk or Special Assistance milk, the assigned reimbursement rate(s) is entered in Item 20 a. and/ or b.

Item 21. Compute by multiplying the total number of ½ pints of milk served by the assigned reimbursement rate(s).

Item 22. Enter the total of the entire special milk claim (Item 20a, plus b, plus c.)

Item 23. Enter the total of ALL unpaid bills and loans to the program and encumbered funds.

Item 25. To be filled by the County Office only. (Schools make no entry here.)

A COPY OF THIS CLAIM AND SUPPORTING RECORDS MUST BE KEPT FOR A PERIOD OF THREE YEARS AFTER THE CLOSE OF THE FISCAL YEAR TO WHICH THEY PERTAIN

S-SL-4 (Revised)

Date ______________________

West Virginia Department of Education
Charleston, West Virginia 25305

DAILY RECORD OF PROGRAM OPERATIONS

NATIONAL SCHOOL LUNCH PROGRAM

Agreement No. SL __________ SM __________

Name of School ______________________

County ______________________

	NUMBER OF SCHOOL LUNCHES										Total No. 1/2 Pints Milk Purchased		School Breakfast Milk	SP MILK SERVED TO CHILDREN						INCOME			
	SERVED TO CHILDREN							Adults		Lunch Back Pymt				Number 1/2 Pints						Children's Payments		Adult Payment*	Other
	PAID		FREE			Chgd	Total							PAID		FREE							
DAY	Reg	Red	SL	OEO	ESEA			wm	wc		Plain	Choc		Plain	Choc	Reg	OEO	ESEA	Federal Reimb	Lunch	Sp Milk		
																			S.L. (1A) S.M. (1B) ST AID (1C) ESEA (1D) OEO (1E) S.BR (1F) (1G)				
Total																							
	(9)					(10)	(12)	(11)			(16)								(1H)	(2C)	(2D)	(2E)	(2G)

Total Free ______________________
(8)

**Numbers in total column correspond with Form S-SL-3 - Claim for Reimbursement

*Includes State Tax

CASH EXPENDITURES

DATE		Ck No	Name of Payee or Vendor	Food	Milk	Labor	Loan Pymt	Other	TOTAL
Bill	Paid								
TOTAL									
				(3A)	(3B)	(3C)	(3D)	(3E)	(3F)

UNPAID BILLS:

Company	Amount	Company	Amount

_______________ School

_______________ County

West Virginia Department of Education
Charleston, West Virginia - 25305
NATIONAL SCHOOL LUNCH PROGRAM

Agreement No _______________

Month _______________ 19_____

DAILY RECORD OF CHILDREN RECEIVING FREE TYPE A SCHOOL LUNCHES

(Prepare 2 copies. Submit one to the County School Lunch Department with monthly reports S-SL-4 and S-SL-3)

STUDENT*	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	TOTAL
TOTAL																																

(*DO NOT include pupils currently participating in O.E.O. or E.S.E.A. Title I Projects.)

I certify that this report is an accurate account of Free Type A school lunches served to students.

(Signed) _______________ Teacher

(Signed) _______________ Principal

S-SL-5

S-SL-10
(Revised)

West Virginia Department of Education
Charleston, West Virginia 25305

CHILD NUTRITION ACT
SCHOOL BREAKFAST PROGRAM
CLAIM FOR REIMBURSEMENT

School Code ______________-B

COUNTY ______________________

Calendar Month of:

____

School ______________________

Address ______________________

City ______________________, State ______________________ Zip Code __________

FINANCIAL STATEMENT - SCHOOL BREAKFAST PROGRAM

1. Food Purchases for Breakfast Program Only:
    - a. Total cost of food purchased during the month $__________
    - b. Total cost of milk used in the breakfast program $__________
    - c. Total cost of labor $__________
    - d. Total cost of other expenditures $__________
    - e. Total $__________

2. Income for Breakfast Program Only:
    - a. Childrens' payments for breakfast $__________
    - b. Adults' payments for breakfast $__________
    - c. Total income $__________

3. Number of school days served __________

4. Regular charge to child for breakfast: Reduced __________ Fully paid __________

CLAIM FOR REIMBURSEMENT FOR BREAKFAST ONLY:	a. Free	b. Reduced	c. Total of Fully Paid Plus Free Plus Reduced
5. Total number of breakfasts served children			
6. Approved rate of reimbursement			
7. Amount of reimbursement	$	$	$

I certify that, to the best of my knowledge and belief, this claim is true and correct in all respects; that records are available to support this claim; that it is in accordance with the terms of existing agreement(s); and that payment therefor has not been received.

PROGRAM SUPERVISOR ______________________ DATE __________

A COPY OF THIS CLAIM MUST BE KEPT BY SPONSOR

S SL 11
(Revised)

West Virginia Department of Education
Charleston, West Virginia 25305

8

Agreement Number ________________

Name of School ________________

County ________________

CHILD NUTRITION ACT
SCHOOL BREAKFAST PROGRAM
DAILY RECORD OF PROGRAM OPERATIONS

	NUMBER OF SCHOOL BREAKFASTS					INCOME		LABOR	
	Children							No Hours	
Date	Free	Reduced	Paid	Total	Adults	Child Payments	Adult Payment*	Paid	Volunteer
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
13									
14									
15									
16									
17									
18									
19									
20									
21									
22									
23									
24									
25									
26									
27									
28									
29									
30									
31									
Total									

*Includes State Tax

MONTHLY FOOD USE RECORD
(SCHOOL BREAKFAST PROGRAM ONLY)

PURCHASED FOODS USED

Date Purchases	Item	Kind and Size of Unit (lbs., ozs., pts., etc.)	No. Units	Unit Cost	Total Cost
				TOTAL MONTHLY COST	

USDA DONATED FOODS		USDA DONATED FOODS	
Kind and Size of Unit	No. Units	Kind and Size of Unit	No. Units

Mrs. VanDerSchaaf. Though we are a small school system, our feeding program alone represents a business serving 1,700 lunches, and 135 breakfasts daily, amounting to about $150,000 annually in both receipts and expenses.

Our old field center for exceptional children, the smallest, has 100 percent participation of its 45 students. Moorefield's program, the largest, has 60 percent participation of its 650 secondary students and 92 percent of its 650 elementary students.

With such participation, all of our schools operate in the "black" over a year's time. But without State aid, and Federal reimbursement, USDA-donated foods, and local board support for services, utilities, and salaries, we would have to close our doors and our students would have no school food service.

We charge 35 cents for elementary school and secondary school student lunches and 20 cents for breakfasts. Our adults pay 75 cents or the actual cost of producing one lunch, whichever is greater, according to Federal regulations.

The cost of producing one lunch in our schools varies from about 75 cents in the largest program to $1.20 in the smallest. Of course, these are averages that vary with the menus, but which include costs for purchased and donated foods and services, local board support, Federal and State reimbursement and, the highest, salaries.

Let me give you an example of the quantities of foods with which we deal every day in the cafeteria that I manage. A common and quite popular menu would consist of cheeseburgers, french fries, buttered green beans, peanut butter bars, and milk.

To feed our average 950 students a lunch that meets all USDA requirements, that menu would require the following: 165 pounds of ground beef; 30 pounds of cheese; 80 dozen hamburger buns; 250 pounds of frozen french fries; 10 pounds of butter; 28 No. 10 cans of green beans; 10 No. 10 cans of peanut butter; and 950 half-pints of milk.

Those quantities actually exceed USDA requirements, but we believe to satisfy our students we must give them more than the minimum required amounts of foods.

For foods alone, and using USDA-donated foods wherever possible, the cost of that simple menu would be about $400, without taking into account the wholesale cost of donated foods, utilities, supplies, and labor.

Each of our programs is independently run, with each principal responsible for accounting and bookkeeping for his program. We employ 22 cooks and we utilize county menus for breakfast and lunch.

Supervision of these programs is centered around equipment, menus, and accounting. While we conduct limited special programs, I wish I had more time to work with students and staff on Bicentennial projects, nutrition education, and the like.

One thing we make time for is meeting with the students in the cafeterias and in planning sessions. We believe that their contributions to the school food service program is invaluable.

We feel that our most important public relations tool is centered around school food service. Happy children who enjoy their meals and are healthy, spread the word just by eating school meals.

School feeding is big business even for a small system, but it is important business and it is exciting. Successful programs require merchandising, selling, service, and constant efforts to prepare foods the children will eat and enjoy, which are nutritious.

But more than business, our programs operate under the sole principle that we have an obligation to offer the most nutritious and attractive breakfasts and lunches possible within our means.

More and more, our menus consist of foods that will bring and keep the secondary students in the lunch program, and that will decrease the amount of plate waste.

Gone are the times when roast beef, mashed potatoes and gravy, succotash, and the like, are the most popular. Gone are the times when people eat what they are served and express thanks. Gone are the times when food was not wasted. Gone are the times when we were not worried that children were getting the foods they need at home.

But not gone, certainly, are the times when sound nutrition practices were of utmost importance to good physical and mental health. When 1 child in 100 tries spinach and likes it, and returns for more. When even one child eats his breakfast, and is not sluggish. When children see red cabbage and learn it grows that way. These are the moments when we know for sure that school food service programs are accomplishing what they are intended to do.

The National School Lunch Act is 30 years old, and for 30 years, increasing numbers of children have looked forward to more healthful lives because they get at least one, and as many as three, nutritious meals daily.

Congress has continued to increase its support for child nutrition programs. One of the problems, though, is that these programs have grown so broad that we do not have the staff to administer them effectively, and most of us don't have the means to employ more.

We, in school food service, have not worked for years to reach all children, only to have our efforts cast aside. Certainly, another problem facing us is the threat from the current administration to transform our programs for all children to programs that would serve only the especially needy.

The proposed bloc grant approach to child nutrition and other Federal programs, hopefully, will continue to fall on deaf ears in the Congress.

On the one hand, some of the programs have grown like topsy-turvy, and while not out of control, are definitely hard to manage. Perhaps we would be wise to call our groups together—ASFSA, FRAC, NWRO, and others—and consolidate our efforts in improving child nutrition programs.

On the other hand, I firmly believe we should also urge our representatives in Government to send their staff into the field to learn about working with us, to see how much of the time we need to improve our programs is spent on paperwork; to actually see how we prepare and serve our meals; or to see firsthand just how much plate waste there is on a routine basis.

Another problem we have in school food service is the increase caseload put on State educational agencies in that they now have residential and nonresidential child care institutions, more special summer programs, private schools, family day care centers, and all of those new things with only a 2-percent increase in administrative funds. It is not sufficient.

Contrary to some, I believe administrative reviews and USDA requirements that we become more accountable are not only important, they are extremely helpful. However, in order to comply with regulations at the local level, too, we will need additional staff. Without additional funds from somewhere, some of our important work will just go undone.

So that members can be more familiar with some of the paperwork to which I refer, I ask your permission to submit, for the record, a copy of each of the reports I complete routinely to maintain but one school's files.

Chairman PERKINS. Without objection, it will be made part of the record. (Retained in subcommittee files.)

Mrs. VANDERSCHAAF. Additionally, most of our other schools complete these same reports and I must consolidate them into one or several full reports. While most of these are headed "West Virginia Department of Education," they are reports that we must file according to regulations and to satisfy the auditor.

I hasten to point out that because we volunteered to serve as "pilot" schools in implementing full cost accounting three of our programs receive about one-fourth of 1 cent extra reimbursement. Through this, we hope to be with the game when USDA finally signs final regulations.

According to the Randolph amendment, USDA is conducting a cost accounting study, taking a random sample of people to use. We have been involved in this for 2½ years. I strongly urge, if you can do anything about this cost accounting study, that they choose those of us who have been part of their sample study for the past 2½ years. The amount of time that I have spent on paperwork in the cafeteria, and in the county, is probably close to three-fourths of my time.

We would like to have some input into the final regulations. While we are not trained in accounting, many of us feel our ideas should not be ignored. One point must be made: Our school personnel lack the time, most of us lack the training, and some, particularly our cooks, even lack the ability to implement sophisticated accounting techniques.

Another source of concern in the paperwork area is the amendment that raised the eligibility for reduced price meals in midyear.

After applications had already been approved and filed last fall, a very time-consuming effort, we were required to reissue applications. Had this important amendment been made effective for the next fiscal year, the hours spent in processing applications twice could have been eliminated. Also, the printing expense at the State level plus expenses in mailing back the applications were duplicated.

In West Virginia, our program already had mandatory reduced price meals. We believe it is unfortunate that some States had to be required to provide a service that was currently available to students under the law.

While we agree with the principle of making school meals more affordable to more students, we urge that such changes in midstream be averted in the future.

Chairman PERKINS. Let me say one thing. The most important thing is the welfare of the child notwithstanding the little extra paperwork on the part of any administrator. I sit up sometimes until midnight, waiting to receive a call concerning the welfare of some person. I don't mind it.

We had to look at the welfare of the child, when we passed that amendment. I know you will agree that it is a good amendment. There is a lot of paperwork everywhere. Every time there are new regulations, there is more paperwork. There is very little that we can do about that.

Mrs. VANDERSCHAAF. I agree 100 percent, but it is just one of our problems, one of our local problems, and State problems. It is costly and takes additional time. Certainly in our county, as you can see from the statistics that I have furnished, that reduced price participation has increased over the past 2½ years.

I attended the hearings last year, when your committee first studied H.R. 4222. I want to assure all of you that you are not alone in your concern about plate waste, especially for secondary students.

We certainly hope that the amendment to section 9 of the act, pertaining to waste of foods served to the secondary students, will be successful in its intent.

This amendment will be difficult to implement in the kitchens. Our worry, at the outset, will not be so much with plate waste, but with waste in the kitchen, learning by trial and error the quantities of items to prepare to offer our students.

Again, USDA has proposed regulations governing implementation of this amendment. Again, we have volunteered to serve as a West Virginia pilot school in experimenting with the new amendment.

I will be in a better position to testify to the effect of this amendment in a few weeks. Once the wrinkles are ironed out, we believe that not only will plate waste be cut down, but secondary student participation will increase.

Mr. QUIE. Please explain about the plate waste in the kitchen a little more.

Mrs. VANDERSCHAAF. When you prepare 100 pounds of cabbage to serve 900 students, and you turn it into coleslaw. You don't know how many of those 900 students, prior to this amendment were eating coleslaw. You have a rough idea, but you don't know for sure.

So you continue to prepare 100 pounds of cabbage for coleslaw, and you have 75 percent of the students turning it down. Coleslaw is one of those things that you cannot save over until the next day.

I think that it is going to take us a long time to know how much of these perishable items to prepare. We don't object to the amendment at all. We think that it is going to increase the student participation at the secondary level. It is going to cut down on the plate waste, but the problem is actually going to be in the kitchen.

Mr. QUIE. Do you think that this problem will be solved by experience. Also, the problem with coleslaw might be regional. Some people in your area might not like coleslaw, and others might not like sauerkraut.

Mrs. VANDERSCHAAF. For instance, we all know that the kids like hamburgers and french fries, pizza, chili, tacos, and sloppy joes, but it is going to be the fruit and vegetable items that we are going to have to watch carefully so that we can cut down on our waste.

Long prior to congressional action last year, our State director, Faith Gravenmier, instituted a series of enrichment projects under which our schools could earn extra reimbursement for being innovative in our programs.

One of the projects in which we have participated quite successfully for 2 years is that of offering secondary students a choice of foods, or a complete meal, within the type A pattern. Should other areas conduct such special projects, they might find as we have, that waste is cut down and participation is increased.

The continuation of the commodity program is marvelous. In our particular area, we feel protein-rich foods and the expensive fruits and vegetables, oil and shortening products are the most beneficial. But I would like to discuss with the USDA buyers on what basis they choose the size of the package foods come in.

We feed 900 students in the kitchen that I manage. I will give you two examples with respect to the packaging. To feed 900 students, we received 19 cases of canned peaches, packed in 24 No. 2 half-pound cans each. For one serving, we had to handle over five cases and open 125 individual cans.

Had we received all our peaches in the large case size of six No. 10 cans each, we only would have had to open about 30 cans and the same number of cases.

At one point, we received four cases of peanut butter, packed in 24 No. 2 cans. We opened 30 cans for one serving. Had all our peanut butter come in six No. 10 cans per case, we would only have had to open 9 or 10 cans for the same number of servings.

Some of the foods that they are sending us, you cannot beat them. We love them. But they are so inefficient that it takes four times as long to open those cans. It is the way that they are shipped to us.

We receive a lot of frozen vegetables. Most of us, I would say in rural West Virginia, would like to receive more canned goods because they are not so difficult to store. We might like to have a little bit of input into that. I would like to discuss with USDA the process that they go through to choose the size of the containers.

Chairman PERKINS. I am sure that you have a lot of problems with commodities. In the last conference, we kept the Department in the commodities business. So we have wrestled with them, I think, as much as anybody. If you can help us, we certainly would be delighted to have your assistance.

Mrs. VANDERSCHAAF. Don't think that I am not trying.

We use students a lot in writing our menus. We use county menus for breakfast and lunch. We feel that student input is tremendous.

In closing, I appreciate being able to share my ideas with you. I have tried to give you a clear picture of our school food service operations, accomplishments and problems. Your taking the time to listen to someone involved in administering the programs you authorize and for which billions are appropriated, I hope, will be helpful.

The one thing that we must never lose sight of is the fact that without the children in this country, none of us would have jobs. We must work together to make them healthier, happier and more productive citizens of the future.

Mr. QUIE. Would you tell us a little bit about the way you select the students, and the extent to which they are involved?

Mrs. **VanDerSchaaf.** One thing that I failed to mention is that in the State of West Virginia we have a choice of foods every day, or a choice of meals every day. Another thing is that three of our schools have advisory committees and the student council normally is the organization through which we work.

I go to each of the schools, and I spend an afternoon or a day with the lunch committee. They actually take the menu form that I use. They write their menus, and then I go through them and tell them if they are acceptable under the type A pattern. This is the way that they are published, and this is the way that we prepare them.

Mrs. **VanDerSchaaf.** We use county menus, and they are monthly menus.

Chairman **Perkins.** Let me say that I had a complaint from Congressman Vanik about some poor commodities; some spoiled food that had been received. I joined with Congressman Vanik to ask the General Accounting Office to make an investigation.

This morning, the witness from Kentucky, the food service director, stated that only once had the food appeared to have been spoiled.

So, I am going to check this thing out. It is impossible at times, I know, to get just everything you want from the commodities.

Mrs. **VanDerSchaaf.** We will take everything that we can get.

Chairman **Perkins.** They have been so short of commodities. The bins are no longer full like they used to be. It is a good thing to have a lot of food on hand. The first Russian grain deal emptied all the bins in this country. Congressman Quie and myself provided for reimbursement in lieu of commodities because the commodities were not available.

We are certainly going to keep our eye on the situation, and do the best we can.

Mrs. **VanDerSchaaf.** We don't have a tremendous problem with spoilage.

I was very interested in the gentleman's comments this morning that he is able to order certain commodities. If he is able to order, then he must know what is coming. Our problem is that we never know what we are going to receive at the local school. We never know ahead of time what it is going to be.

Chairman **Perkins.** Thank you very much. We would like to do more about the size of the container—I have heard similar comments from the canners themselves.

The canner and the one that is going to use it in the end could discuss this, and then maybe you can get USDA to change the policy, because USDA makes that decision.

Mrs. **VanDerSchaaf.** As I mentioned in my statement, I would like to invite some of the people who are writing these regulations to come and spend a week with us in our kitchens. We get a call one day, and the next day they deliver 300 cases of food, and you don't have any place to store it, and we don't know what it is going to be. I would like them to come and visit with us, and see how we implement the regulations.

Mr. **Quie.** This is something that we could require them to do, to spend 2 weeks in the local kitchens each year.

I have one question. On page 4 of your statement, where you mention the administrative money, I will tell you the reaction that I get from that. It is as though we are imposing something on the State by providing all that Federal help for lunches.

It seems to me that the Federal Government is really doing a tremendous amount of work in providing lunch moneys. It seems to me that the States ought to be able to pick up their State administrative money. To me, it is not onerous for the States to do that.

We pay 23 cents for every lunch, and then the full amount on the free lunch, and the larger amount on the reduced cost lunch. I think that the States should pay the administrative costs.

Mrs. VanDerSchaaf. It is a problem in our State, but I will defer to Mrs. Gravenmier.

Mrs. Gravenmier. The West Virginia State Legislature has put appropriations into the school food service program, directly at the school level, since 1943. We do outline, in the handout that I gave you this morning, the total amount of State administrative expenses that are taken in our office, as compared to the administrative expenses that are paid by the Federal Government.

Under the Federal money, we hire seven full-time employees. These are clerical rather than professional type persons.

In terms of State money going into salaries for the people to administer these programs, we have a total of 11 full-time employees plus 3 part-time people. The actual line item cash appropriation to run our State offices is $140,000.

Right at the moment, we receive an increase of $7,000 on a letter of credit. We have $119,000—Federal dollars—to implement the new programs and to retain our current status.

Mr. Quie. I think that the State should be liable for the administrative costs.

[Prepared statement of Elizabeth R. Melvin follows:]

PREPARED STATEMENT OF ELIZABETH R. MELVIN, DIRECTOR, SCHOOL FOOD SERVICES, PORTSMITH CITY SCHOOLS, OHIO

The following figures for the past three years were compiled for Ohio School Food Services Association Legislative Chairperson.

My area differs from Northern Kentucky, only by the flow of the Ohio River in-between.

Early 1974 a non-food assistant grant of $115,247.36 was approved. A Central Kitchen was installed in a discontinued school building. January 27, 1975 food was transported to five elementary schools previously without any program other than "milk".

Two elementary schools were closed as of September 1, 1975.

The NSLP now offers a program to every child in our district. In addition to the NSLP, the two high schools have an average of 500 sales daily. (a la carte)

71 percent of our average daily attendance population ate on the NSLP last year. 55 percent of these children were on free and reduced meals.

81 percent of our average daily attendance population took advantage of the NSLP, or the a la carte program the past year.

The two high schools have a closed lunch period. However, children from two middle schools and 7 elementaries may go home for lunch.—Few do. Food service, other than milk, is not offered Kindergarten.

My report reflects the large increases received in Federal Funds the past two years, due largely to cost payment of free milk, and increased reimbursement rates, which have surely helped off-set increased food and labor costs.

The increased value of commodity products can be attributed to a good supply of dairy products, an exceptionally valuable supply of meat products, and an increased supply of agriculture products.

District Portsmouth City

County Scioto

State Ohio

	1973	1974	1975
Average Daily **Attendance**			
Elementary	3366	3281	3259
Secondary, App. 210 in Vo-tech, not included in daily average	1493	1480	1399
Average Daily Participation			
Paid	1236	1184	1481
Free	778	849	1639
Reduced Price	42	54	175
Charge to Child			
Elementary 1-5; 6-8	.35 - .45	.35 - .45	.45 - .55
Secondary	.55	.55	.65
Reduced Price	.20	.20	.20
Attendance Units in Your District			
No. of Schools	13	13	11
Schools in NSLP-C.K.,1-27-75	8	8	11
A la carte Schools; the 2 High schools that also serve a NSLP	2	2	2
Schools serving Breakfast	0	0	0
Dollars Received			
Federal Funds	94,226.14	121,399.31	236,783.96
Paid Lunches	30,344.00	40,376.12	70,406.30
Free Lunches	54,913.80	67,118.40	134,082.44
R.P. Lunches	1,453.40	2,867.95	8,098.81
Milk	7,514.94	11,036.84	24,196.41
State Funds	6,873.60	8,524.24	13,872.39
General Funds	29,600.00	32,966.81	40,791.87
Children's Payments	98,488.76	100,444.65	140,320.59
Market Value of Commodities Received	26,901.68	36,554.68	50,461.90

PORTSMOUTH CITY SCHOOLS

LUNCHROOM MENU -- PLATE LUNCHES

MONDAY , FEB. 2.....Chili with crackers, Peanut Butter & Jelly or Cheese Spread Sandwich, Fruit Salad

TUESDAY , FEB. 3.....Hot Dog with Sauce, Macaroni and Cheese, Tossed Salad, Orange Juice

WEDNESDAY, FEB. 4.....Baked Spaghetti, Buttered Green Beans, Peach Slices, French Bread or Rolls

THURSDAY , FEB. 5.....Club Sandwich (Turkey, Bologna, Cheese, Shredded Lettuce) French Fries, Gelatin, Crunchie Cookie

FRIDAY , FEB. 6.....Fish, Baked Beans, Cream Slaw, Prune Spice Cake

MONDAY , FEB. 9.....Barbecued Beef Sandwich-Sl. cheese, Buttered Corn, Banana Graham Cracker Pudding

TUESDAY , FEB.10.....Vegetable Soup with crackers, Cheese Spread Sandwich, Baked Apples, Ch. Macaroon Cake.

WEDNESDAY, FEB.11.....Hamburger, French Fries, Celery & Carrot Sticks, Apple Wedge

THURSDAY , FEB.12.....Salisbury Steak, Candied Sweet Potatoes, Applesauce

FRIDAY , FEB.13.....Chicken & Noodles, Mashed Potatoes, Tossed Salad.

MONDAY , FEB.16..... NO SCHOOL

TUESDAY , FEB.17.....Beef-er-oni, Buttered Green Beans, ½ Banana, Cornbread

WEDNESDAY, FEB.18.....Corn Dog, Potato Salad, Buttered Peas, Applesauce Cake

THURSDAY , FEB.19.....Meat Loaf, Mashed Potatoes, Buttered Corn & Lima Beans, Cookie

FRIDAY , FEB.20.....Fish, Tater-tots, Carrot Slaw, Cherry Cobbler

MONDAY , FEB.23.....Hamburger, French Fries, Peach, Pear & Banana Slices

TUESDAY , FEB.24.....Ham Salad Sandwich, Navy Beans, Fruit Gelatin, Peanut Butter Cookie

WEDNESDAY, FEB.25.....Pizza, Home Fried Potatoes, Tossed Salad

THURSDAY , FEB.26.....BI-CENTENNIAL MENU: Chicken Mt. Vernon, Martha's Mashed Potatoes, Salad Monticello, Lincoln Log, Dolly's Fruit Pudding, Madison's Milk

FRIDAY , FEB.27.....Ravioli in Beef Sauce, Buttered Green Beans, Fresh Orange Slices, Chocolate Cake

ALL LUNCHES INCLUDE ½ PINT MILK & BREAD AND BUTTER,
UNLESS OTHER TYPE OF BREAD IS DESIGNATED
(MENU SUBJECT TO CHANGE WITHOUT NOTICE)

Chairman PERKINS. Mrs. Elizabeth Melvin.

STATEMENT OF ELIZABETH R. MELVIN, DIRECTOR, FOOD SCHOOL SERVICES, PORTSMITH CITY SCHOOLS, OHIO

Mrs. MELVIN. Congressman Perkins, and members of the committee: I am delighted to be here. Being from Portsmith, Ohio, you might think that I am a foreigner, but I am not. Our area is very similar to the Kentucky area. The Ohio River is the only thing that separates us.

We speak the same terminology, and we like the same foods, it seems. I have been with the lunchroom program for 19 years, with the public schools for 39 years. My own State is getting ready to meet with your committee, because I have submitted them some figures. Our legislative body is preparing to meet with you.

Going over those figures, I might say that Portsmith, Ohio, was at one time an industrial city. We had three large shoe factories, a large steel mill, refractories, gas companies, and brickyards. We have very few, or any of them left. In fact, we have a very high unemployment rate in that area.

Countywide, our unemployment is 15 percent, which is much larger than other parts of the country. Our city seems also to decline in population every year because our county is no longer rural. We have urbanized, and you will find very little rural area.

The outside districts have grown up into subdivisions. The county schools are growing larger and larger, and our city schools have become smaller and smaller.

I have my figures based on an average daily, because this is how I have done my participation elsewhere, and this is the way that I also did my attendance.

In my report I indicated that I have an average daily attendance, for the year 1975, of 4,658. That many were eligible to eat in the school lunch program. I have also noted there we had a total 210 high school students attend vocational schools, therefore, they eat at the vocational school, and they are not eligible to eat in my high schools.

We have between 250 and 300 kindergarten students that do not eat at the school. Again, I would say that the problem is transportation. Our bus drivers as well as my lunchroom employees are paid on an hourly basis, and many of the children are transported—many of the kindergarten children are transported by the same bus that brings the kindergarten for the afternoon session.

Our total school population is just a little over 5,000. So it makes a few over 400 that are not eligible to eat at the school.

Of those who are eligible to eat at my schools, I have indicated those who pay for their lunches, those who eat free lunches, and those who eat reduced-price lunches. We served a total of 3,345, and that is 71 percent of those eligible who ate lunches in the lunchroom, and 55 percent of these children were on the free or reduced-price meals.

The price of the elementary school lunch, grades one through five, is 35 cents, and grades six through eight is 45 cents. For the high school students, the price is 55 cents. Those were increased by 10 cents this past fall, so we only have 4 months of records with the increased price of lunches.

Chairman **Perkins**. Have you noticed any appreciable change, or a drop in your participation?

Mrs. **Melvin**. No, it has held very steady. However, some months have more days in them, and as I have been comparing them, and some of the figures have been dropping. In December we had a drop.

We charge 20 cents for our reduced price lunches, and those have steadily gone up over the years. For years, we have worked on Congress to go 20 cents lunch for everybody, but we have not been successful.

Now, with the reduced-price lunches making almost everybody eligible, maybe we will work in a lot more. There may be more than one way to work it.

I have one school——

Chairman **Perkins**. You do anticipate a terrific increase?

Mrs. **Melvin**. Yes.

Chairman **Perkins**. You don't agree with the first two witnesses. You really think that it is going to increase.

Mrs. **Melvin**. I really do.

Having been a high school teacher, a parent, and a PTA member, a director of food service, I believe that the high school students should have some choice. If we have guided them in our elementary schools on our school lunch program, and they shall feel that they don't like the food that we are giving them, or they still want some choice, maybe only to make them happier, we should offer them some choice.

We offer a la carte lunches in both of our high schools. We sell an average of 500 a la carte lunches, and we don't ring up our bread and butter sales, and our a la carte sales. We ring up a sandwich sale.

We offer four different kinds of sandwiches daily, or soup daily, two salads daily, two desserts daily, a vegetable, and a potato daily, if those things are not included on the plate lunch.

If a child buys a bowl of soup and a salad, some girls like to have that, if they are on a diet, we ring that up on an a la carte sale. It may also be just a sandwich. But they participate much better.

All in all, 81 percent of the children attending my schools eat on the lunch program. So it is 10 percent of them participating on a la carte meals. The a la carte meals are priced on the menu board. We don't change the price, unless the price goes up to us. They know very well what they are going to pay for a ham sandwich, cheese spread sandwich, a peanut butter and jelly sandwich, a ham salad sandwich, tomato soup, and so forth. Salads and vegetables are 20 cents. Desserts are 20, but most of them are 25 cents.

The children seem to be happy. Most of them eat plate lunches. The free and reduced-price lunches go with the type A lunch. I have very little complaint on the choice and all.

I am sold on giving the older students some choice, instead of saying that it has to be a plate lunch. I have indicated the figures here, but I don't think that I need to go into how much I have taken from the Federal Government. I am very appreciative of what you have done for us over the past 19 years. We could not have operated without the reimbursement which has steadily increased, and that is reflected in my report.

I would like to say, on the commodities, to help a little bit. I am told that the Department of Agriculture sent out specifications for these foods that they buy according to the supply that is on hand of these certain foods. If there is a heavy supply of certain foods on hand, which happens to be heavier this year, and I know that it is a burden on us.

If there are more frozen green beans, or canned green beans, therefore, to help the market, that is why they specify green beans this year, according to the number of cases in the warehouse, and so forth.

The size of the unit is very difficult. We receive some 40- to 50-pound cheese. Did you ever try to cut one of those cheeses? Because it was available, we finally whacked it off, and we used it. It grates very nicely. It has a good flavor. There are some things that you can do with it.

I have six schools that have their own self-contained kitchens with a manager at each. Then, I have a central kitchen. With the assistance that I was able to get from our State department of education, I was able to purchase some equipment, and put it in an abandoned school system, one school that we had closed, and from there we are transporting food.

We transport to five schools. The manager will say: "What are we going to do with this, that, and the other?" I will say: "Just let me think about it a little bit, and I will be able to tell you." There are always some ways to utilize the things that you want to use.

I agree that the small size can, the 2.5 can makes it very difficult. We did not use those for one meal. We divided those with the No. 10 cans, and we used those as extras. If we did not have enough with the No. 10 cans, then we would open some of the others. We worked them in that way. There are many ways to do things.

I also heard a statement this morning that the State refused to spend the general funds. We have to spend from the general funds. Normally, the fund takes care of more than half of the retirement of my employees. It takes care of workman's compensation. It takes care of all their hospitalization. There are some other benefits that have to be counted in.

I have the exact amount of general funds spent in here to show you. I have also what the children's payments are, and how they have increased over the past 3 years. The market value of commodities, from 1973 to 1975, has almost doubled.

Chairman PERKINS. Let me ask you one question. Have you already implemented in your schools the new law that allows the senior high school students to select their own foods?

Mrs. MELVIN. No. If they don't want a certain food on their plate lunch, we tell them that it will cost them just the same.

Chairman PERKINS. You feel that the juniors, sophomores, and freshmen, even, should be able to have the same participation along with the senior high school students?

Mrs. MELVIN. It is almost impossible to regulate it in the high schools where we have longer eating periods. We have closed lunches at our two high schools, but none of the other schools have closed lunches. Therefore, they have a shorter eating period, and you have to put more children through.

If you are going to let them slow down to do a little too much talking to you, by the time they told you that they wanted this one thing off. I don't know how you would regulate it at the junior high school level.

In my case, I would rather keep it to the high school level.

Chairman **Perkins**. You stated that you increased the price by 10 cents for the high school students, and that there was no noticeable drop in the participation.

We were able to write in that bill an escalator clause, a provision that if the cost of living increases, the subsidy will go up accordingly.

Mr. **Quie**. I have two questions. The eligibility would increase as the cost of living would escalate.

Chairman **Perkins**. Do you think that it will hold your prices stationary, in all probability, for the future?

Mrs. **Melvin**. I certainly hope so. I would look at it as a way to try and hold it.

Something that everybody has said today, and I will have to agree with it. High school students do not just take advantage of the free and reduced priced meals as they should. I would say that only about 60 percent of those children eligible for the free or reduced price lunches participate. We have great unemployment.

Every child is given an application to take home. Once in a while, the principal himself will take it upon himself to take the application, because he knows the children.

Chairman **Perkins**. Do you think that before that application is sent home, there should be better coordination? In the case that you mention, were the principal is consulted, and since you are closer to the school lunchroom than the principal, do you discuss it before the application is sent home?

Do you think that if this were discussed, and you had consultation before the application is sent home, that you would have better participation?

Mrs. **Melvin**. I have been on the radio on two different stations, and I have discussed it with one of our coordinators. We talk about it. We publicize it.

Chairman **Perkins**. I think that the real way to do it is through the PTA. But the greatest value will come from a person like yourself discussing this questionnaire with all the students eligible to participate in all programs.

The questionnaire will be the same, and then the parents, more than likely, will send the questionnaire back to the school. I think that a person who is sold on the program himself can sell it.

Mrs. **Melvin**. I don't have to be sold now, I have been sold for years. I have a sound basis for this. I told you that I had been a teacher for years, and I know that we cannot teach a hungry child.

Chairman **Perkins**. We are spending millions and millions of dollars on these programs, even into the billions now, and I know that we cannot spend money more wisely than on the school lunch programs. This is where we are going to save money in the future, on health care.

I think that a person like yourself should have an opportunity to discuss this with the entire school system before the questionnaire goes out. I had been a schoolroom teacher a long time ago for $60.60 a month. I know that there are so many classroom teachers who could not care less, and so many principals who could not care less about the lunch programs, but the persons in charge of the programs, like yourself, should have an opportunity to discuss these questionnaires, and what is involved with the income limits in the free, the reduced price, and regular school lunch program, with every student.

To me, this is as important as math, history, or any other subject that you study in elementary or secondary school. I think that something like that would give better participation.

Mrs. MELVIN. We simply say: "Here is the questionnaire. Take it home, and have it signed."

May I say something else here? I heard the students comment about the long wait in line. I agree with them. Nothing would deter me more than standing a long time in the line. However, 9 times out of 10, this is not the school lunch personnel, but the school. If the lunches are scheduled properly, the children will not have to stand in long lines.

My superintendent lets me work with the principals. The principals work with me, because they know that I am working for them, and we don't have those long stand lunch lines.

Mrs. VANDERSCHAAF. In 70 minutes, we serve 1,050 students, 650 grade school students, and 400 high school students. I would like to point out that on the statistics that I have submitted, just so that you might have an idea of what to look for precisely, the school with which I am most familiar is Moorefield High School and Moorefield Grade School. We have 1,300 students involved, and we serve 139,000 meals in 1 year. The following year, it increased to 162,000. This year, we have already served 92,000 meals, and we have 5 months left in the school year. The paid participation has already exceeded the half-way mark this year by 9,000 meals.

The free child is eating more. The reduced price child is eating more, and the paying child is eating more in our area because the school meal is cheaper than the local stores. The subsidies are helping.

Mr. QUIE. That makes sense. There were more people who said that before we had our fight in the committee.

Chairman PERKINS. Mr. Hall.

Mr. HALL. I have no questions.

Mr. QUIE. Mrs. Melvin, you say that 55 percent of the 71 percent are free and reduced price.

Mrs. MELVIN. That is right.

Mr. QUIE. Do you have any percentage of how many of those are free?

Mrs. MELVIN. I have the number of free and reduced here, but I don't have the percentage.

Mr. QUIE. The number is fine.

Mrs. MELVIN. It would be about 52 point something free, and 2 point something reduced.

Mr. QUIE. So that kind of fits in with the Kentucky situation here.

Mrs. MELVIN. I think that it is going to rise dramatically. I have written in my testimony about the 500 sales to the high school students, those are 500 a la carte sales.

Mr. QUIE. Seventy-one percent of the school population participates in the school lunch program, and 81 percent are in both school lunch and the a la carte programs. It would give the impression that it is 10 percent for a la carte, but the a la carte is only in the two high schools.

What is the ratio on the high schools; do I have that, or where do I find that?

Mrs. **Melvin.** I don't have it. I had thought that I had given you all the figures that you might want to use. I can tell you about what it is. Let me put my two high schools together. The participation is slightly under 50 percent on paid lunches.

Mr. **Quie.** Were you thinking of the numbers.

Mrs. **Melvin.** Yes.

Mr. **Quie.** What was the number?

Mrs. **Melvin.** The number of students in the high schools who are participating is about 480. I have two high schools, and I had to add them together. The other high school is 200, so the total number if 680.

Mr. **Quie.** Does it bother you that you have so many people who are buying a la carte, or do you just think that you are giving them good food, and you are going to let them make the choice?

Mrs. **Melvin.** It does not bother me. Most of them make wise choices. Some of them will buy three sandwiches, and three milks. The milk is rung up on a different key. Most of them make very good choices. It is just that most of them don't like the combination of the plate lunch on that day, and they would rather choose it themselves.

Mr. **Quie.** Do you explain to them that under the new law, the senior student can refuse one item or two items.

Mrs. **Melvin.** We are already letting them do that. We beat them.

Mr. **Quie.** Did that make any difference in the plate waste?

Mrs. **Melvin.** Last week—the commodities, I do have a choice of commodities. I always get a list of commodities ahead, and I may choose those that I want. If I have more on hand of some item than I want, I can use, I refuse to take it, because there are some things that I cannot store.

For example, right now I am ahead on cheese. I am thankful for what I have got, but I turned cheese down the last time.

I have my inventory on hand, and the form that I get from the State commodity department, if I want to change it, I know what I am going to get, and I know what I am going to turn down.

I know that this is getting away from your question.

Mr. **Quie.** My question had to do with the plate waste. If a girl goes through, and does not want the macaroni, can she refuse it?

Mrs. **Melvin.** If we give them their favorite, hamburgers, french fries, coleslaw and green beans. We will put some brown beans on, carrot slaw and a cookie. About every sixth or seventh plate that we set up, we would leave the brown beans off.

Mr. **Quie.** That is giving them a choice. What if they just don't want it?

Mrs. **Melvin.** They will tell you that they don't want it. We cannot take it off because we have a number of plates set up.

Mr. **Quie.** They cannot tell you to take it off because you are that many plates ahead.

Mrs. **Melvin.** True.

Mrs. **VanDerSchaaf.** There are two ways of interpreting Federal regulations under which our schools are operating. It was my distinct impression that if the student, up until this point, said: "I do not want something," in order to claim reimbursement for that meal, we must serve it.

Mr. **Quie.** That was right.

Mrs. **Melvin.** Any student who says: "I don't want these beans."

After you have heard this, if you have six lines in the high school, you can set about five of the average plates up. If a student says: "I don't want it," then he does not have to have it.

Chairman PERKINS. You have to exercise good judgment.

Mrs. MELVIN. Old horses have more sense than people, and you have to use a little of it.

Chairman PERKINS. Mr. Hall.

Mr. HALL. I have no questions.

Chairman PERKINS. Thank you very much.

Our next panel consists of Mrs. Diane Stanford, director of the Ashland Child Development Center, Inc., Mr. Edward E. Ellis, director, Kentucky Youth Research Center, Inc., and Mrs. Delia Lockhart, Model City Day Care Center, Pike County, Ky.

STATEMENT OF MRS. DIANE STANFORD, DIRECTOR, ASHLAND CHILD DEVELOPMENT CENTER, INC., ASHLAND, KY.

Mrs. STANFORD. Mr. Chairman, and members of the committee: Thank you for a program that will continue to help our kids at the Ashland Child Development Center. With the change in the legislation, we will come out just about the same as before the change in the law, primarily because we don't have more than 13 percent reduced price lunches, or free lunches.

We are very much in favor of the school lunch program. It helps us finance the meals for our kids. The State school lunch people have helped us learn how to both prepare and serve the foods to help provide balanced diets. This has been of tremendous help to the Ashland Child Development Center.

When I first began, I was able to call on Mrs. Kocio, and ask her what she did not need in the school system. I also got help from other people. So we were able to serve balanced meals right from the start. This has now been going on for years.

We feel that all children should be able to take advantage of our program. We feed about eight breakfasts, which is not much as compared to the other programs, but they are very necessary. If we did not feed them, I don't think that we would get any kind of attention from the 3-, 4-, and 5-year olds, because their attention span is pretty short.

Chairman PERKINS. Tell us how many children you have in your program, and describe the condition of those children to us.

Mrs. STANFORD. We have some battered kids who come to us, but they are just as plump as the rest of them. They have to fill out a physician's report, so we know that there is not anything seriously wrong with them.

We do accept emotionally disturbed children, and retarded children, and this kind of thing, along with our normal population. They eat like vultures, most of them. They enjoy the food.

Chairman PERKINS. You will accept any kind of a handicapped child.

Mrs. STANFORD. There are some retarded 3-year-olds who will not accept our program, our skills, and a lot of other things. Until they become 5, and get to the 3-year-old level, they just don't understand what is going on enough to benefit from it.

Chairman PERKINS. We have programs that we are putting a lot of money into, which, hopefully, will take care of those 3-year-olds, that you cannot take care of.

Mrs. STANFORD. They need as much stimulation as possible.

As far as things wrong with the program, there are some increasing administrative costs, but we are fortunate to have a business manager. So I let her worry about what to do with them.

We do embarrass our parents slightly, when we do ask them for a statement of their income. When this thing was being implemented, each of the parents came in and talked to us. So the papers did not get scattered around on the way home, because you cannot give a 3-year-old papers, and hope that she will return with them.

Anyway, I called all the parents, because it happened over the Christmas vacation. The State food people said, "We want this information in 4 days, so that we can continue with your reimbursements."

Chairman PERKINS. It was a poor administrator who gave you an order like that, because this is a very delicate situation in contacting those parents.

Mrs. STANFORD. I guess that they wanted to make sure that I got at it.

I called the parents, and in most cases I talked to the mother. They said: "Sure, no problem." Who did they send in, they sent in the fathers. The fathers did not want to be seen on the way, and got out as soon as they could.

I don't think that they really minded. After all, when they go in and buy a car, they have to state their income. They have to state their income at a lot of other places, so I don't think that it was that big a deal.

In fact, a family was making a higher income, and they were so proud that they would not need State help. It seemed to me that there was not going to be any problem.

If it were not for the school lunch program, the center could not exist because we insist on having trained faculty. We want to pay them the same money that they would earn in the Ashland school system, to teach our children.

We have to do both of those things on the $87 a month we get in tuition from public and nonprofit, and we do manage to make ends meet with a lot of help from our friends.

Chairman PERKINS. Contacting the parents for income is one of the most delicate situations that we have experienced from year to year, and in getting the reduced price lunch off the ground.

We receive many complaints at the committee in Washington, and we understand the situation. It takes somebody with patience, to persevere at the State level and cooperate with you. I had to be educated myself when I first got that slip on my child. I was reluctant to fill it out the first time I looked at it. It takes a little time, sometimes, for some parents to think through what is the best for their children.

Mrs. STANFORD. I think that we are lucky that we have a parents program that we run through every couple of months. We have good communication with them.

Mr. QUIE. Did you say, in your testimony, that there are 15 out of the 45 who have the free lunch?

Mrs. STANFORD. We have eight right now that are free, three that are reduced price, and the rest are fully paid. They handle this a little bit differently for day care centers. They say that we can handle it any way we want, but the reporting has to be done.

During the school year, we charge the parents a little bit of an increase over our tuition because we purchase our food from the Ashland school system. Everybody pays about the same rate.

We do have 10 scholarship kids who pay nothing anyway, so there is no problem with it.

Mr. QUIE. You have 10 scholarships, why don't they get the free lunches automatically.

Mrs. STANFORD. We have a couple of scholarship children, who are half-day children, and who do not stay for lunch. One child is from Laos, and she has been here for about 3 years. She is learning English. She is 4.

We have another child whose mother is trying to support eight kids, and is trying to go back to college. But her classes do not run for the entire day, so she can come and pick her child up.

We have 100 percent participation with our full-day children.

Mr. QUIE. When you talk about scholarships, there is no cost.

Mrs. STANFORD. If you are familiar with the purchase of care plan.

Mr. QUIE. It is under that.

Mrs. STANFORD. Yes.

We also have some rehabilitation people, and we have some aid-dependent people.

Mr. QUIE. These children who are in the day care or child development center, are they kids who need a place to stay while the parents are working, or special care children?

Mrs. STANFORD. Most of our parents are working. We do not consider ourselves a custodial situation because we use everything that, at least, I have heard about, or read about in my training to keep the children busy, and stimulate them during the day.

We use language development equipment. We use Montessory equipment. Anything that we can, field trips, and so on, to stimulate the kids and keep them interested, and get them ready to participate when they get to first grade.

We also run a kindergarten, since we have very few kindergartens in Ashland.

Mr. QUIE. What is the cost per child?

Mrs. STANFORD. Eighty-seven dollars.

Mr. QUIE. How would that compare with the programs that do not have all the additional support?

Mrs. STANFORD. They may be slightly cheaper than our custodial programs because we run by the week. We ask our parents, as soon as they can afford it, to pay a month in advance.

Mr. QUIE. What we think of as a child development program that would run $2,600 to $3,600 a year, how would that be compared to your program?

Mrs. STANFORD. I am delivering the same services that are delivered in Minneapolis. We act as a reference point for children who need the services, and for parents who come to us with problems.

We do a lot of counseling, and a lot of referrals, this is the type of thing. We keep very accurate records of the child and we work with the parents. I figure that this is 50 percent of my job.

Mr. Quie. I know one program in Maryland, which I don't believe does as much as yours, the parents pay $40 a week. I really commend you.

The Head Start programs, how do they compare in cost with your program?

Mrs. Stanford. There is no charge at all, either for meals, or the Head Start program. There are also title II and title VI programs, which I had a hand in starting a couple of years ago that serve children who may run into problems when they enter first grade.

Chairman Perkins. Thank you very much.

[Information submitted by Diane Stanford follows:]

Ashland
Child Development
Center

February 18, 1976

U. S. House Of Representatives
Subcommittee on Elementary, Secondary
and Vocational Education
Room B-346C Rayburn House Office Building
Washington, D. C. 20515

Gentlemen:

The Child Care Food Program (PL 94 105) will continue to be of significant benefit to the children of the Ashland Child Development Center. With the three rates of reimbursement and the 11¢ commodity addition, we will receive approximately the same amount of money as we did before the change in the law.

The positive aspects of the Federal School Lunch Program are as they were before:

1. It enables us to finance well balanced meals for our children.
2. It assists us in selection and preparation of those meals through its instructional materials and extremely capable State Level Staff.
3. Its focus and intent is sound nutrition to enable our children's bodily needs to be met so that they can benefit emotionally, physically and intellectually from our program.

In conclusion, if we had not had the financial help from the Federal School Lunch Program we would not have been able to afford quality food in addition to paying a qualified staff. Because we believe both are essential, it is doubtful that we could have served more than 150 children in the last two years and remained solvent.

Attached for your inspection is our 1976 Annual Report with pertinent financial data.

Problems with the new program are increasing administrative costs and embarrassing new parents by asking for a statement of their income.

The advantages still outweigh the disadvantages and we hope that the Federal School Lunch Program may continue to serve America's youth.

Cordially,

Mrs. L. B. Stanford

Mrs. L. B. Stanford
Director

PDS/jc

Ashland
Child Development
Center

February 18, 1976

LETTER FROM THE DIRECTOR

Dear Friends:

We began the Ashland Child Development Center with the primary goal of leading three, four, and five year olds in a clean, fun, stimulating environment. We feel we have not only met our goal but also successfully achieved several secondary objectives: non-profit status, parent programs, service as a community demonstration center, and research work with our children. In particular, our public, non-profit status has allowed us to benefit from several federal programs and accept community support as well.

We have been fortunate to have had the help of our Board of Directors, Staff, Volunteers and Parents to meet these goals. This past year we reached a level of 9,000 student days, had 15 children on Scholarship (Federal Purchase of Care), served over 7,000 balanced meals (Federal School Lunch Program) and had 75 student visitors and volunteers.

This next year we wish to continue to meet the needs of our children and their parents as fully as possible. We wish to upgrade the first floor of the Y.W.C.A. to further meet the State Fire Marshal's requirements and to increase our instructional materials and their quality.

Finally we wish to expand the capabilities of the center by developing additional locations; one toward Catlettsburg and another in the Bellefonte - Flatwoods area. This would make our services available to more families, since our present enrollment of 47 children is at capacity for the facilities at 1516 Central.

It is my feeling that if we are to improve the outcome of a child's education we must begin to work together with his or her parents during the preschool years to build a firm foundation - emotionally, physically and intellectually. With your active support and encouragement, the Staff will continue toward this aim.

Cordially,

Mrs. L. B. Stanford

Mrs. L. B. Stanford
Director

PDS/jc

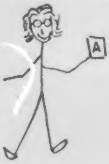
ASHLAND CHILD DEVELOPMENT CENTER
BOARD OF DIRECTORS

Mrs. Cathy Vigor	President, Ashland Child Development Center - Board of Directors
Mr. Richard Smith	Financial Analyst, Ashland Oil, Inc. Treasurer, Ashland Child Development Center - Board of Directors
Mrs. E. C. Cassidy	Y.W.C.A. - Board of Directors Inside-Outside Chairman, Ashland Child Development Center - Board of Directors
Mr. Don D. Fitzer	Labor Relations Advisor, Armco Steel
Mr. Gillard B. Johnson III	Attorney, Ashland Oil, Inc.
Mr. Gregory Keeton	Assistant Vice President, Third National Bank
Mrs. Mary Jane Klunder	Parent
Mrs. Patricia Mayo	Parent
Mrs. Ednaearle Noe	Dr. Paul Evans, D.D.S. - Dental Hygienist Parent
Mr. P. J. Wonn III	Executive Vice President, Second National Bank Parent

TEACHERS

Diane Stanford

Boots Justice



Cre Smith

Janet Logan

Shirley Franks

Joan Coleman
Business Manager

Willie Mae Moore
Early Morning Helper

Dovie Groves
House Keeper

VOLUNTEERS

Claudia Mann

Pat Mayo

Mary Wuerdeman

Judy Pospichal

Virginia McElwrath

ASHLAND CHILD DEVELOPMENT CENTER
STATEMENT OF PROFIT & LOSS
YEAR ENDING: DECEMBER 31, 1975

Revenue	
Tuition	$ 26,040.86
Food	3,175.65
Donations	1,451.55
Miscellaneous Income	174.10
Total Revenue	$ 30,842.16
Expenses	
Utilities	$ 1,697.12
Salaries	21,960.63
Supplies	718.14
Maintenance & Repairs	473.08
Food Expense	3,675.68
Depreciation & Amortization	2,855.54
Miscellaneous	757.95
Total Expenses	$ 32,138.14
Net Income (Loss)	$ (1,295.98)

ASHLAND CHILD DEVELOPMENT CENTER
BALANCE SHEET
DECEMBER 31, 1975

ASSETS

Cash (Bank & on Hand)		$ 3,938.33
Equipment & Supplies	4,770.62	
Less Accumulated Depreciation	1,437.40	
Net Equipment		3,333.22
Leasehold Improvements	10,425.90	
Less Accumulated Amortization	3,342.34	
Net Lease Improvements		7,083.56
Total Assets		$ 14,355.11

LIABILITIES & CAPITAL SURPLUS

Capital Surplus	$ 14,355.11

ASHLAND CHILD DEVELOPMENT CENTER
SOURCES & USES OF CASH
DECEMBER 31, 1975

Sources	
Net Income (Loss)	$ (1,295.98)
Non-Cash Expenses	
Depreciation & Amortization	2,855.54
Total Sources	$ 1,559.56
Uses	
Increases in Assets	
Supplies	- 0 -
Prepaid Expenses	(44.19)
Equipment	448.06
Leasehold Improvements	723.05
Total Uses	$ 1,126.92
Total Change in Cash Balance	$ 432.64

Chairman Perkins. Mr. Ellis, go ahead.
[Prepared statement of Edward E. Ellis follows:]

Prepared Statement of Edward E. Ellis, Executive Director, Kentucky Youth Research Center, Inc., Frankfort, Kentucky

The Kentucky Youth Research Center, Inc. is a statewide, nonprofit organization incorporated in 1962 to provide services to children and youth. Since 1965, the organization has operated a Head Start Program in the most rural and isolated counties of Eastern Kentucky.

The Research Center serves 940 children and their families through its 27 Head Start Child Development Centers and through its health and social services programs, which also focus on the child's family providing a vital link between center and home. While these preschool children are being introduced to good health, nutritional, and physical development at the centers, the Health/Social Services staff encourages and helps the parents to carry over these practices into the child's own home. Parents are further encouraged to visit and volunteer in the centers and to become familiar with what their children are learning.

In addition to the Head Start Program, The Kentucky Youth Research Center is the prime contractor for Appalachian Regional Commission Child Development funds granted to Kentucky for the operation of another similar program involving 16 centers serving approximately 500 children directly operated by our agency. Under this program, the Kentucky Youth Research Center also offers training, technical assistance, and monitoring services to six subcontracting, locally operated agencies in seven counties which serve approximately 362 children in early childhood development day care and fee for service centers.

A good nutritional program is basic and vital to a child's mental and physical health as well as his growth. Our agency has witnessed and worked with children in its centers who were so malnourished and listless that they could not be stimulated by anything except food.

Over a period of time and after a few nourishing meals in the center—many times, the only meals that these children receive during the day—we watched them become interested in center activities and to look healthy, be curious, and enjoy life as children should.

The Kentucky Youth Research Center became a participant in the Special Foods Services Program approximately four years ago. This program enabled us at that time to relieve a tight budget of food costs and to channel that money into other areas of needed services. Even so, this reimbursement did not begin to pay for the actual expenses involved in a good nutrition program such as salaries, space, nonfood consumable items, cleaning supplies, and equipment for the preparation, storage of foods and transportation.

The new Special Foods Services Program will solve many of these problems. It will free up money formerly needed to replace equipment in our kitchens, it will allow us to better train our Center Cooks in good nutritional practices by making it possible for us to hire a Nutritionist. This Nutritionist will also be available to train our Health/Social Services staff who, in turn, will teach the families the importance of good nutrition in their own and their children's lives. Overal, the new Special Foods Program will provide a comprehensive nutritional program for the families and children our agency serves, it will help relieve our static budget of costs it had to bear in the past and allow us to provide or improve present services in other areas of the program.

Rural child care project—center activities schedule

8:00–8:30	Teachers arrive, prepare activities for day.
8:30–8:45	Children arrive, morning health inspection.
8:45–9:00	Wash up and toileting in preparation for breakfast.
9:00–9:15	Breakfast.
9:15–9:45	Peabody Lesson.
9:45–10:00	Music.
10:00–10:15	Story Time.
10:15–10:30	Clean up and toileting in preparation for snack.
10:30–10:45	Snack.
10:45–11:15	Group work.
11:15–11:45	Outdoor play, free choice of activity.
11:45–12:15	Washing up and toileting in preparation for lunch.
12:15–12:45	Lunch Time.

12:45–1:00	Preparation for nap.
1:00–2:00	Nap Time, quiet music.
2:00–2:30	Wake up, afternoon snack.
2:30–3:00	Free play indoors, outside.
3:00–3:30	Quiet activities and preparation for going home.

Developmental child care project—center activities schedule

8:00–9:00	Breakfast.
9:00–9:30	Clean-up after breakfast.
9:30–10:00	Art and exercise.
10:00–10:30	Snack and clean-up.
10:30–11:00	Free play in small muscle and sensory.
11:00–11:30	Group activity.
11:30–12:00	Wash and clean-up for lunch.
12:00–12:30	Lunch.
12:30–1:00	Clean-up and brush teeth.
1:00–1:30	Quiet time.
1:30–2:30	Snack and clean-up.
2:00	Children on vans go home.
2:00–4:30	Free play for children who are picked up by mothers.

STATEMENT OF EDWARD E. ELLIS, EXECUTIVE DIRECTOR, KENTUCKY YOUTH RESEARCH CENTER, INC., FRANKFORT, KY.

Mr. ELLIS. Chairman Perkins and Congressman Quie, I am very happy to be here.

Not realizing how much information you wanted, I was told to have approximately 2 or 3 minutes of discussion about our program.

Mr. QUIE. That sounds good.

Mr. ELLIS. After hearing the discussion, there are a lot of things, which I wish I had known about, and I could have had a lot of information.

The Kentucky Youth Research Center, Inc., is a statewide, nonprofit organization, incorporated in 1962 to provide services to children and youth.

Since 1965, the organization has operated a Head Start program in the most rural and isolated counties in eastern Kentucky.

In 11 counties, the research center serves 940 children and their families through its 27 Head Start child development centers, and through its health and social services programs, which also focus on the child's family providing a vital link between center and home.

While these pre-school children are being introduced to good health, nutritional, and physical development at the centers, the health /social services staff encourages and helps the parents to carry over these practices into the child's own home.

Parents are further encouraged to visit and volunteer in the centers and to become familiar with what their children are learning.

In addition to the Head Start program, the Kentucky Youth Research Center is the prime contractor for Appalachian Regional Commission child development funds granted to Kentucky for the operation of another similar program involving 16 centers serving approximately 500 children directly operated by our own agency.

Under this program, the Kentucky Youth Research Center also offers training, technical assistance, and monitoring services to six subcontracting, locally operated agencies in seven counties which serve approximately 362 children in early childhood development day care and fee-for-service centers.

A good nutritional program is basic and vital to a child's mental and physical health as well as his growth. Our agency has witnessed and worked with children in its centers who were so malnourished and listless that they could not be stimulated by anything except food.

Over a period of time, and after a few nourishing meals in our centers—many times the only meals that these children receive during the day—we watch them become interested in center activities and to look healthy, be curious, and enjoy life as children should.

The Kentucky Youth Research Center became a participant in the special foods services program approximately 4 years ago. This program enabled us at that time to relieve a tight budget of food costs and to channel that money into other areas of needed services.

Even so, this reimbursement did not begin to pay for the actual expenses involved in a good nutrition program such as salaries, space, nonfood consumable items, cleaning supplies, and equipment for the preparation, storage and transportation of foods.

The new special foods services program will solve many of these problems. It will free up money formerly needed to replace equipment in our kitchens, it will allow to better train center cooks in good nutritional practices, also it will make it possible for us to hire a nutritionist.

This nutritionist will also be available to train our health social services staff who, in turn, will teach the families the importance of good nutrition in their own and their children's lives.

Overall, the new special foods program will provide a comprehensive nutritional program for the families and children our agency serves, it will help relieve our static budget of costs it had to bear in the past and allow us to provide additional or improve the present services in other areas of the program.

This was my general statement. We attached to the statement what we were told to bring, the schedules for both child development programs.

I would like to tell you what the problems are in the area in which we work in Appalachia, and the 24 counties that we are presently working in.

The three major areas are: transportation, water, and nutritional food. If we could have those three, I could solve many of the problems, the biggest problems being transportation and sanitary water. With those two, I could handle most nutritional and health needs because we can begin to train against those things that have caused the families to deteriorate and be left out of the mainstream of society.

Our agency has been in this business for approximately 15 years, as we have mentioned, but we have operated early childhood development programs intensively for the last 12 years. I have found that it has been impossible to meet some of the expanded needs, particularly in Head Start, and some of the other programs that have static budgets.

Over a period of time, this is the thing that has held back, many times, the thrust of developing the child to be able to join in the structure of educational institutions in the community in which he lives.

I think that if there is only one thing that Head Start has done in this country for children, it has been a good nutritional thrust, but it has never been properly implemented or funded in my estimation. The new opportunity that is provided to those children in the school lunch program, and feeding service, makes that possible for the first time. So we are really encouraged by it.

Of course, many of the health problems are related to basic nutrition, which children and their families have never received in this area. We are presently working on those on a stopgap type of thing.

There is research available now, which indicates that the children which have been able to get both breakfast and lunch, and two snacks a day, have made such tremendous strikes not only physically, but emotionally, and environmentally.

Particularly, we can see this in the children that we have worked with in our centers over a period of time. They have gone into the school system, and the parents have been told that they related as well as the other children by the teachers.

Because of the nutritional programs that they have received, they have been able to make strides into the system more effectively and efficiently than other children.

I could tell you all about the money and the cost that is involved, but I am sure that you already have that same kind of information statistically. It has saved us roughly $500,000 a year.

Mr. QUIE. Do you have any idea, right off, without any of your other documents with you, what the Federal share is of the Head Start versus those 16 centers and the 6 subcontractors?

Mr. ELLIS. Yes, I can tell you. There are 27 Head Start centers in our 11 counties. They are funded at approximately $1,148,000 and some odd cents, that includes a percentage of in-kind with it.

It varies on the types of services that are delivered. We also deliver homemaking services, social services, and health services in addition to our other services. So that program would run pretty close to $2,200 per child per year.

On the other hand, the ARC program, under the Appalachia Regional Committee, which we funded as prime contracts, our program does not carry all of the components in it. It may have day care services only, or it may have some health services or some transportation, but it will run about $1,100 per child. That is what that figure is.

Mr. QUIE. On the ones that you subcontract.

Mr. ELLIS. The subcontractors are to us, and we subcontract to them. Some of those may vary depending on whether they have their own health staff, or whether they have social work staff.

There are a couple of other programs there that are in-home programs from zero to three. Those figures vary.

Mr. QUIE. Maybe you could submit the percentage of Federal money for Head Start versus the Appalachian Regional Commission money.

Mr. ELLIS. It is 20 percent of the figure that I gave you. That was roughly $1,140,000. It is 20 percent less against Federal money.

Mr. QUIE. About 80 percent of the Appalachian program is Federal.

Mr. ELLIS. Right.

Mr. QUIE. What about Head Start?

Mr. ELLIS. It is the same.

Mr. QUIE. The subcontractor, contractor——

Mr. ELLIS. That is an administrative cost as well as a prime contractor. That is 25 percent in that case.

Mr. QUIE. In each of those cases, they stay within the mandated amount. They don't go above?

Mr. ELLIS. No.

Mr. QUIE. Thank you.
[Prepared statement of Delphia Lockhart follows:]

PREPARED STATEMENT OF DELPHIA LOCKHART, DIRECTOR, MODEL CITY DAY CARE CENTER, INC., PIKEVILLE, KENTUCKY

Mr. Chairman: With appreciation for your continued support of the Child Care Food Program, I am glad to have this opportunity to present the effects of the Food Program in relation to our total Child Development Program.

To briefly identify the Agency I represent, the Model City Day Care Center, Inc. It is a private, non-profit Corporation that administers the Child Development Programs for the City of Pikeville. Pikeville is located in the extreme Eastern section of Kentucky.

Our Agency provides developmental needs and care for children ages 1 through 12. We care for ages 1 through 5 on a full-day basis and ages 6 through 12 receive care before and after school, with full-day care on school Holidays and Vacations. Our hours of operation are from 6:30 a.m. to 6:00 p.m.

Due to limited facilities available in the Pikesville area for our Program, the following criteria is used to determine eligible participants.

1. Low Income Families.
2. Children whose parents are employed.
3. Children of parents in job-training or school.
4. Children with special needs; handicapped, emotionally disturbed.
5. Children from homes with a stress factor due to seriously ill or emotionally disturbed parents.

For a child to gain maximum benefits from a Child Development Program, he must bring a healthy body and mind, sustained by nutritious foods, to the learning process. Thus, the Nutrition and Health Services Components, as a first goal, screen the child upon entrance to the Program for existing nutritional and health status and follow with remedial steps that involve the Center, family and community.

To ensure that the child receives his total daily nutritional needs, the second goal of the Nutritional Component focuses on helping the family and Center personnel meet their responsibilities for feeding the child. For the parent, this includes developing an understanding of the relationships of child development, building food habits, nutrition education, consumer education, home management and other nutrition related topics appropriate for them. For the Center personnel, it includes, in addition to the above, all training necessary to produce a high quality food product.

The Nutrition Component, while providing for the child's nutritional needs for the hours he is at the Center, also utilizes this time to:

1. Build self-concept through recognition and serving of cultural and ethnic foods, allowing choices and self-service.
2. Introduce a variety of unfamiliar nutritious foods and build good food habits and attitudes.
3. Demonstrate mealtime as a pleasurable and enjoyable experience for socialization as well as eating.
4. Provide learning experiences through participation in mealtime activities such as setting table, preparing food, cleaning up and serving food.
5. Develop muscle coordination and decision making process by allowing child to serve himself family style.

The pre-school child is very impressionable and enjoys imitating his peers and elders. Based on the premise that food habits are 'caught' rather than taught, the adults and teachers surrounding the child play an important role in shaping his attitude toward the acceptance of nutritious foods. Thus, these adults are expected to re-inforce these attitudes by eating the same foods with the children.

When the nutritional goals are met then the health and dental problems of the present and future are altered with positive effects as dental and medical costs are reduced.

Prior to October 7, 1975, when the implementation of Public Law 94–104 was enacted, it was extremely difficult to meet the nutritional needs of the children. The maximum reimbursement rate under the Special Food Service Program was 78 cents per day per child. Under Public Law 94–104 the maximum reimbursement rate is $1.35 per day per child on a free lunch. The new reimbursements provide the necessary funds to meet the nutritional requirements as stated in Section 226.10 (Requirements for Meals).

Before the increase in funding, as a result of inflation and the high cost of foods, it was extremely difficult to serve foods that provided protein, iron, B vitamins. We were forced to use meat alternates too often since we served breakfast, lunch and two snacks daily.

Based on the revised Family size and income eligibility standards for Free and Reduced price meals, the enrollment in our program is classified as: 57 percent eligible for Free meals; 13 percent eligible for Reduced-price meals; or 30 percent eligible to Pay.

In addition to the increase in funds for meals and snacks, we now receive funds to pay expenses incurred through food preparation. This, in itself, has had a tremendous impact on our program funds. This now permits the use of funds previously paid for meal preparation to be rebudgeted to meet the Federal Inter-Agency Day Care Requirements and Life Safety Code 101 that is now being applied to our program.

At the present time it is difficult to identify problems that one would incur while implementing programs under the new Children's Food Service. This is to say that after operating on a very limited amount of funds and then have these funds more than double, sufficient time has not elapsed to properly evaluate this improvement.

After careful consideration of the interim regulations for the Child Care Food Program, I submit the following changes for your review:

(SECTION 226.2 (F))

Child Care administrative costs should not only include direct operating costs related to planning and organizing but also Indirect Costs such as Center "Outreach" efforts.

(SECTION 226.6(f))

The "Management Plan" of sponsoring agencies required by state agencies or ENSRO's where applicable should be as simple as possible and a sample form detailing the minimum requirements of a "Management Plan" should be disseminated to state agencies and ENSRO's. Such a form should provide space for the administering agency to give its reason for rejecting an application, when it does so.

(SECTION 226.9(a))

The interim regulations are flexible in the licensing requirements, this is essential since some states only require approval or registration of child care institutions and the food service should be available in these areas as well. Both the enabling legislation (P.L. 94–105) and the interim regulations state that an institution "can satisfy the Secretary that its standards are no less comprehensive than the Federal Interagency Day Care Requirements . . ." In order to meet the licensing requirement. However, the interim regulations do not explain HOW an institution demonstrates its compliance; therefore, final regulations or an instruction should articulate the procedure whereby an institution can "demonstrate its Compliance."

(SECTION 226.11(b))

Public Law 94–105 bases reimbursements on types of meals served as well as income levels of children served. Institutions are required to submit this data "at least annually" in order that the state can determine the claiming percentage. Since there is population turnover in the child care institution it is logical to allow the state an option to request data more frequently than once a year. However, guidelines should be more detailed than at present and should suggest a percentage of attendance change which justifies reporting the change to the State.

(SECTION 226.17(b))

The interim regulations permit the state agency or FNSRO where applicable to define "especially needy" institutions for the purpose of equipment assistance. The state's policy, however, should be a matter for the public record; however, a definition of "especially needy" should be published in the State Plan.

In closing, I would like to thank you for allowing me this time to present my views on the Food Program. I urge your continued support of legislation to improve the quality of Child Development Programs.

Respectfully submitted,

DELPHIA LOCKHART,
Director.

STATEMENT OF DELPHIA LOCKHART, DIRECTOR, MODEL CITY DAY CARE CENTER, INC., PIKEVILLE, KY.

Mrs. LOCKHART. Mr. Chairman, with appreciation for your continued support of the child care food program, I am glad to have this opportunity to present the effects of the food program in relation to our total child development program.

To briefly identify the agency I represent, the Model City Day Care Center, Inc., it is a private, nonprofit corporation that administers the child development programs for the city of Pikeville. Pikeville is located in the extreme eastern section of Kentucky.

Our agency provides developmental needs and care for children ages 1 through 12. We care for ages 1 through 5 on a full-day basis and ages 6 through 12 receive care before and after school, with full-day care on school holidays and vacations. Our hours of operation are from 6:30 a.m. to 6 p.m.

Due to limited facilities available in the Pikeville area for our program, the following criteria is used to determine eligible participants: (1) Low-income families; (2) children whose parents are employed; (3) children of parents in job training or school; (4) children with special needs, handicapped, emotionally disturbed; and (5) children from homes with a stress factor due to seriously ill or emotionally disturbed parents.

For a child to gain maximum benefits from a child development program, he must bring a healthy body and mind, sustained by nutritious foods, to the learning process. Thus, the nutrition and health services components, as a first goal, screen the child upon entrance to the program for existing nutritional and health status and follow with remedial steps that involve the center, family and community.

To insure that the child receives his total daily nutritional needs, the second goal of the nutritional component focuses on helping the family and center personnel meet their responsibilities for feeding the child.

For the parent, this includes developing an understanding of the relationships of child development, building food habits, nutrition education, consumer education, home management and other nutrition related topics appropriate for them.

For the center personnel, it includes, in addition to the above, all training necessary to produce a high quality food product. These are some of the basic things that we try to see that our children gain at mealtime. That they do eat family style, where they are able to determine the amounts that they want to eat.

We want mealtime to be an educational tool as well as a jurisdictional need for the preschool child.

The nutrition component, while providing for the child's nutritional needs for the hours he is at the center, also utilizes this time to:

First. Build self-concept through recognition and serving of cultural and ethnic foods, allowing choices and self-service.

Second. Introduce a variety of unfamiliar nutritious foods and build good food habits and attitudes.

Third. Demonstrate mealtime as a pleasurable and enjoyable experience for socialization as well as eating.

Fourth. Provide learning experience through participation in mealtime activities such as setting table, preparing food, cleaning up and serving food.

Fifth. Develop muscle coordination and decisionmaking process by allowing child to serve himself family style.

The preschool child is very impressionable and enjoys imitating his peers and elders. Based on the premise food habits are "caught" rather than taught, the adults and teachers surrounding the child play an important role in shaping his attitude toward the acceptance of nutritious foods. Thus, these adults are expected to reinforce these attitudes by eating the same foods with the children.

When the nutritional goals are met then the health and dental problems of the present and the future are altered with positive effects as dental and medical costs are reduced.

Prior to October 7, 1975, when the implementation of Public Law 94–104 was enacted, it was extremely difficult to meet the nutritional needs of the children. The maximum reimbursement rate under the special food service program was 78 cents per day per child.

Under Public Law 94–104, the maximum reimbursement rate is $1.35 per day per child on a free lunch. The new reimbursements provide the necessary funds to meet the nutritional requirements as stated in section 226.10, the requirements for meals.

Before the increase in funding, as a result of inflation and the high cost of foods, it was extremely difficult to serve foods that provided protein, iron, B vitamins. We were forced to use meat alternates too often since we served breakfast, lunch and two snacks daily.

Based on the revised family size and income eligibility standards for free and reduced price meals, the enrollment in our program is classified as: 57 percent for free meals; 13 percent eligible for reduced price meals; and 30 percent eligible to pay.

We had to have some way to subsidize those meal costs that we were not receiving a reimbursement for. So it was necessary that we have a number of children who were paying, because those charges would help to defray the expenses.

In addition to the increase in funds for meals and snacks, we now receive funds to pay expenses incurred through food preparation. This, in itself, has had a tremendous impact on our program funds.

This now permits the use of funds previously paid for meal preparation to be rebudgeted to meet the Federal interagency day care requirements and Life Safety Code 101 that is now being applied to our program.

At the present time, it is difficult to identify problems that one would incur while implementing programs under the new children's food service. This is to say that after operating on a very limited amount of funds and then to have these funds more than double, sufficient time has not elapsed to properly evaluate this improvement, so that we can see the problems that will occur in the future.

After careful consideration of the interim regulations for the child care food program, I submit the following changes for your review:

Under section 226.2(F), child care administrative costs should not only include direct operating costs related to planning and organizing but also indirect costs such as center "outreach" efforts.

Under section 226.6(f), the management plan sponsoring agencies *required by* State agencies or ENSRO's where applicable should be as simple as possible and a sample form detailing the minimum requirements of a management plan should be disseminated to State agencies. Such a form should provide space for the administering agency to give its reasons for rejecting an application, when it does so.

Under section 226.9(a), the interim regulations are flexible in the licensing requirements, this is essential since some States only require approval or registration of child care institutions and food service should be available in these areas as well.

Both the enabling legislation, Public Law 94–105, and the interim regulations state that an institution "can satisfy the Secretary that its standards are no less comprehensive than the Federal Interagency Day Care Requirements . . ." in order to meet the licensing requirements.

However, the interim regulations do not explain how an institution demonstrates its compliance; therefore, final regulations or an instruction should articulate the procedure whereby an institution can "demonstrate its compliance."

Under section 226.11(b), Public Law 94–105 bases reimbursements on types of meals served as well as income levels of children served. Institutions are required to submit this data "at least annually" in order that the State can determine the claiming percentage.

Since there is population turnover in the child care institution, it is logical to allow the State an option to request data more frequently than once a year. However, guidelines should be more detailed than at present, and should suggest a percentage of attendance change which justifies reporting the change to the State.

Section 226.17(b), the interim regulations permit the State agency of FNSRO where applicable to define especially needy institutions for the purpose of equipment assistance. The State's policy, however, should be a matter of the public record. However, a definition of especially needy should be published in the State plan.

In closing, I would like to thank you for allowing me this time to present my views on the food service program. I urge your continued support of legislation to improve the quality of child development program.

Chairman PERKINS. Thank you.

Mr. Ellis, I would like to ask you a question. How many youths in the center, and day care centers that you have operating in Kentucky are participating in the school lunch program?

Mr. ELLIS. I had a copy of that, but I believe that I have sent that to you. I compiled that for you, but I don't have it with me today. I am unable to answer that question at this time.

We have access to all of that information. I have a coordinator who is responsible for bringing together certain information.

Chairman PERKINS. How many of the day care centers, or other centers, have had problems in obtaining food?

Mr. ELLIS. We have had a number of programs which operate pretty much out of our office. That information is available to us. We have some programs, and we have been told that some of them have not been able to get adequate applications to the Department of Health.

and, in turn, to the Department of Education. They were not returned in time for them to be able to get adequate use of moneys that were being made available.

Chairman PERKINS. Were these delayed or misplaced applications?

Mr. ELLIS. It was a delay on the part of the Education Department to put out information in time for us to be able to respond to it. Everybody here has had some problem.

Chairman PERKINS. Give me your complaints about it.

Mr. ELLIS. I will be happy to do that because I have had many complaints about this. We argue with them consistently over cost and disbursements. We were the first agency, I guess, to force them in giving us both foods some years ago, and there is the kind of tendency on their part to be a little standoffish. We are working much more effectively with them now.

We also hope to shorten some of the forms because there has been a considerable number of pages that have to be replied to. They take a good deal of calculations. I don't see how some of the small day care and child care centers, which are receiving food reimbursement, can pay for that type of accounting that has to be done.

We are in a better position, because we are an established system, and we have a large number of people available to us, as well as a good accounting firm. But some of the others may have some problems, and those systems are in a much better position to talk about that.

We have the capability to have accountants and C.P.A.'s and accounting firms available to us.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. I have no other questions.

Chairman PERKINS. Mr. Hall.

Mr. HALL. Mr. Ellis, I agree with you that children should enjoy life. I think that it is nice to hear that once in a while.

I think that both of you mentioned something about volunteer programs getting the parents involved. Could you speak to that just a little bit. To what extent are you satisfied with the involvement of the parents in the programs?

Mrs. STANFORD. It would help us if we could get the parents more involved. We have 4 parents on the board of directors, and we have 10 members on the board of directors. We have two parents, and a grandparent volunteering for us one morning a week.

We encourage the parents to come in and sample the school lunch, see what their kids are eating. If they can get a half hour off during the day, and see what their child is eating, or doing in the center and the program. We enjoy this very much.

We also use the school lunch program, occasionally, to invite leading community citizens, and citizens in the community to see what we are doing. They sit down and eat with us. I would say that we do this four times a month, at the most.

They are very impressed with it. They really need a chance to see young children participating in things like this because they don't believe it, unless they see it.

Mr. HALL. You mentioned something about parents, giving guidance or counseling to parents.

Mrs. STANFORD. We decide what kind of a program we would like to have approximately every other month. We meet with them. Mrs.

Kocio gave us a program on nutrition last year which was very helpful.

We have had programs on discipline, Christmas things, and things like that that are fairly standard with the child care program. Lots of times, we will have some surpises. We try to put together some community resources to work with us.

We are able to do the accounting thing that Mr. Ellis mentioned because we have the support of various expertise in the community when we need it. We ask them to help, and they do.

Mr. **Hall**. Mrs. Lockhart, you talked about remedial work.

Mrs. **Lockhart**. We all have the same types of programs. We have one Head Start center which has 20 participants. The guidelines require that we take care of all aspects of child development.

Parent involvement is one of the largest components.

Mr. **Hall**. You have good parent involvement?

Mrs. **Lockhart**. Yes, we do.

Mr. **Ellis**. Every center that we have has a full parent policy committee. Then, in turn, they are joined with 50 percent countywide and make up another policy committee in my case. Then, in turn, they make a 14 county policy. They, in turn, elect three members to the board of directors as well as the overall operating agency.

So in the fourth research center, right from the very beginning the parents are involved. The parent is also involved in every aspect of the program.

They are involved in the menu planning, nutrition, program development. We have six different curriculums operating within the program, and they have a choice of what curriculum they want to use. We explain it to them, and they are involved in the training.

They are also involved in helping us raise money. If it had not been for the parents, we would not be able to do the transportation that we are presently doing. Not only did they, essentially, volunteer, but they now have raised as much—we have a fleet of vans, about 80 or 90, and they raised over half of that money.

They give the money to us, which we, in turn, give to the agency to furnish the vans.

The same parents are the ones who have gone out, and have gotten some of the health services that our county could not get. We had no medical services to speak of. We had one physician in the neighboring county.

So, they encouraged us to look for other health services. I was lucky enough to find the opportunity under health and manpower development, a special contract under which we have dental services for our children.

We have two dentists in our community. We have two speech pathologists now. They are the ones who have been pushing the nutrition.

Now, we are going to get a nutritionist, and we are, then going to get two, because this is what they have insisted on.

The money that we have been receiving, reimbursementwise, for food service will go for the two nutritionists because this is where they want the money to go, and that is where it should go.

Also, we have trained a number of health educators, which makes the followup program very important because they work right out of the parents' home.

So, when we are talking about the fact that we are serving somewhere in the neighborhood of 1,800 children in our development services, that is multiplied by 7.5 additional children on either side of the child who is in the center, where there may be older siblings.

Any information that we have, we share across the board. So we are doing a multiplying factor all the way through. So we are roughly serving 15,000 children.

Mr. HALL. I have no further questions. Thank you.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Mrs. Lockhart, what does the child who is eligible to pay, actually pay?

Mrs. LOCKHART. This is based on a sliding scale. The maximum that anyone would pay would be $30 a week. That would be for one child. The income there, roughly, is in the $15,000 level bracket annually.

Mr. ELLIS. The State pay scale presently is $4.25 per day, and that will not pick up the cost for a lot of them. But then they reduced that amount by the amount that you receive in other programs.

Mrs. LOCKHART. He is talking about the title 20 children. The amount that the parent would pay for the child, according to the chart that was set up by the State, that amount is subtracted. In other words, if you happen to receive $4 or $5, that amount is subtracted from the $20. The reimbursement would be $14 or $15, which is impossible.

Mr. ELLIS. It is average daily attendance. Even though you are holding another slot, you cannot accept a child because you have lost the costs that are involved. This is a real problem for us, when we are trying to operate as a nonprofit organization.

·Do you make certain that you find some paying individuals?

Mrs. LOCKHART. It would help, after we have implemented the new fee schedule. Once you have a child in, you have to wait until you can fill the vacancies. We have a very low turnover in our children. This means that the one who was paying was paying more for the—we try to hold it within our budget.

I don't see how a person can help, if they don't pay more than their cost.

Mrs. LOCKHART. If your money comes in earlier, then your reimbursement does. The new law says that they must reimburse us within a certain period of time. It has been most helpful.

Mr. QUIE. Are there any Head Start programs run by Community Action Agency?

Mr. ELLIS. Yes.

Mrs. LOCKHART. I am a delegate to the agency for Head Start.

Mr. QUIE. You have 27. How many are there in all?

Mr. ELLIS. This is another question, perhaps, that I will have to answer for you at a later time. If I had known that you were going to ask, I would have come prepared.

There are roughly 27 Head Start programs, 4-year Head Start programs, in Kentucky that means that they are full day. There are some summer Head Start programs, there are 31 of those. Those are part-time programs, and they are 6- to 8-week programs, depending upon the school system.

Our agency is the prime contractor after receiving the money. There are some multicounty agencies, some are full day and some are summer Head Start programs. We have 120 county conglomerates in Kentucky. You can imagine what kind of a situation that is because it varies from county to county.

We are talking about essentially the same type of delivery of early childhood development services. The variables in each of these are so tremendous, that it is not funny. When they hear what we do in comparison to what they are able to do, they say: "How do you do that, and where do you get the money?"

Then, you try to explain to them the multifunded components that go into being able to do that, and it gets kind of disgusting.

Mr. QUIE. Right now there is a Mondale bill in the Senate, and a Brademas bill on the House side. Do you think that a new program should be added on to the ones we have got; or, if we need an extension, do you think that it ought to be coordinated with what we presently have?

Mr. ELLIS. Personally, I am of the opinion that it is just a short space down the road that it will come about. But the Mondale bill would help tremendously in implementing the early childhood development programs in this country. The fight seems to be between who is going to be the operator of these programs, whether it will be through State agencies or the educationally structured agencies, or whether they should be private agencies. So, we get into that kind of discussions.

From my standpoint, this can be worked out and should be worked out. Regardless of what kind of a problem it is, a program should be involved there because it is just as I said earlier in the statement, I think that we are at the wrong end of things.

We are talking about nutrition, and we worry about it. We have heard a lot of discussion about it. This is where it should have begun, back at the zero to five level, before the child gets into the structured school system.

If we can improve the nutrition there, we have licked a good many of his health and emotional problems, his environmental problems. This is the reason why I go back to my statement, and the three things that I need in Appalachian Kentucky. It is transportation, sanitary water, and good nutritional health for children.

Mr. QUIE. What I understood you to say was that the Mondale bill would include the Head Start and Appalachia in the Mondale program.

Mr. ELLIS. I think that it will bring them together.

Mrs. STANFORD. I have not read the bill thoroughly as far as the capital funds, as far as our organization. We would rather that it not be a budget based organization. We would just as soon go out and work for our tuition as long as we had some capital funds and a building to function in.

Mrs. LOCKHART. I hope that it does pass in the future. I think that we are heading toward trying to set up good quality total childhood development.

Chairman PERKINS. You have been very helpful, and we appreciate it.

The next panel will consist of Mrs. Peggy Kidd, chief of nutrition, department of human resources, State of Kentucky; Mrs. Gaye Faring, Fiveco district health department, and Dr. Franz.

We will first hear from you, Mrs. Kidd.

STATEMENT OF PEGGY S. KIDD, CHIEF OF NUTRITION, BUREAU OF HEALTH SERVICES, KENTUCKY DEPARTMENT FOR HUMAN RESOURCES

Mrs. KIDD. Congressman Perkins, and distinguished colleagues, and ladies and gentlemen, I would like to thank you for giving us the opportunity to present the status and problems involved with the Kentucky WIC program, the women, infants and children supplemental foods program.

WIC was authorized by Congress in 1972 as part of the Child Nutrition Act. The program provides selected nutritious foods for pregnant and post partum women, infants, and children under 5 years of age, who are found to be in need of these foods to improve their health status.

The program strives to reduce nutrition-related problems by assuring that these high risk groups receive certain foods containing abundant protein, iron, calcium and vitamin C.

Kentucky initiated the first WIC program in the Nation in January 1974. I might say that this was after the Federal courts ordered the Department of Agriculture to implement this program.

The program presently serves 12,063 Kentuckians in 28 counties, which is the maximum caseload now allocated to Kentucky by the U.S. Department of Agriculture. Of those served, 51 percent are children from 1 through 5 years of age, 33 percent are infants, and 16 percent are women.

The program is totally funded by the Federal Government at an average food cost of $25 per month for each participant. An additional 25 percent of the food cost is allowed to administer the program. Kentucky has been able to administer the program for less than the allowable 25 percent. This creates a funding problem I will discuss later.

In areas where WIC is currently operating, women are coming in earlier and more frequently for prenatal care and nutritional counseling. Project sites have also reported an increased participation in other health services such as immunizations, family planning clinics and well-child clinics.

We also have data to document changes in the health status of WIC participants. Primary factors in determining nutritional risk are anemia and growth retardation.

In the first year the WIC program operated in Kentucky, we observed a 17.8 percent decrease in the number of anemic children participating in the program. In addition, a 31-percent decrease was noted in the number of children whose weight-for-height was below normal.

If the Department of Agriculture permits us to expand this program, we would expect similar benefits for those additional persons we would be able to serve. And this leads me into the problems which I wish to bring to your attention today.

We have received requests from an additional 31 Kentucky counties for inclusion in the WIC program, but to date we have not received approval from the U.S. Department of Agriculture for program expansion, and I would include in that the application we have submitted as long ago as last April.

If approval is received, we will be able to provide services to an additional 12,000 persons who are badly in need of these selected nutritional supplements.

We have also been unable to secure approval for increasing the number of clients in counties presently participating in the program, and this would represent another 50 to 100 persons wanting to be served or waiting to be served.

With existing funds, we would be able to increase the number of persons served if we were permitted to transfer our administrative savings, which I mentioned, earlier, into dollars for food. However, the U.S. Department of Agriculture does not prefer to take advantage of our efficiency in operating the program.

At the current time, prospects appear bleak for any expansion of this program in Kentucky due to Agriculture Department policy, which does not make us a priority State. Also, there is reluctance to transfer WIC caseload and funds from States not fully utilizing them to States which are at maximum caseload.

The fact that proper diet in young children and expectant mothers is essential for normal childhood development and a healthy adult life, and mandates that this program be expanded to serve the estimated 75,000 additional Kentuckians in urgent need of this type of nutritional assistance.

Thank you.

[Prepared statement of Peggy Kidd follows:]

PREPARED STATEMENT OF PEGGY S. KIDD, CHIEF OF NUTRITION, BUREAU FOR HEALTH SERVICES, KENTUCKY DEPARTMENT FOR HUMAN RESOURCES, FRANKFORT, KENTUCKY

The women, infants and children supplemental foods program (WIC) was authorized by Congress in 1972 as part of the Child Nutrition Act.

The program provides selected nutritious foods for pregnant and post-partum women, infants, and children under 5 years of age who are found to be in need of these foods to improve their health status. The program strives to reduce nutrition-related problems by assuring that these high risk groups receive certain foods containing abundant protein, iron, calcium and vitamin C.

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We also have data to document changes in the health status of WIC participants. Primary factors in determining nutritional risk are anemia and growth retardation.

In the first year the WIC program operated in Kentucky, we observed a 47.8% decrease in the number of anemic children participating in the program. In addition, a 31% decrease was noted in the number of children whose weight-for-height was below normal.

If the Department of Agriculture permits us to expand this program, we would expect similar benefits for those additional persons we would be able to serve.

This leads me into the problems which I wish to bring to your attention today.

We have received requests from an additional 31 Kentucky counties for inclusion in the WIC program, but to date we have not received approval from the U.S. Department of Agriculture for program expansion. I would also like to add some of those applications we submitted as long ago as last April. If approval is received, we will be able to provide services to an additional 12,100 persons who are badly in need of these selected nutritional supplements.

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"SUPPLEMENTAL INFORMATION"

A. Counties and caseload.
B. Health data.

ATTACHMENT [illegible]

COUNTIES AND CASELOAD

PAGE ONE

PROJECT AGENCY	ADDRESS AND TELEPHONE NUMBER	RESPONSIBLE OFFICIAL AND TITLE	PROJECT AREA	PRESENT CASELOAD	TOTAL REQUES
CURRENTLY OPERATING Breathitt County Health Department	1133 Main Street Jackson, Ky. 41339 606-666-5274	Fern Dalton, R.N., Administrative Assistant	Breathitt County	126	176 (50)
First District Health Department	P. O. Box 1513 3100 12th St. Ashland, Ky. 41101 606-325-9601	C. Wayne Franz, M.D. Director	Boyd County Carter County Elliott County Lawrence County	450	520 (70)
Gateway District Health Department	P. O. Box 197 Owingsville, Ky. 40360 606-784-8190	Robert S. Hill, M.D. Health Officer	Rowan County	275	325 (50)
Hazard Appalachian Regional Hospital Family Health Services	Hazard, Ky. 41701 606-439-1331	Vito Contento Special Assistant to the President	Knott County Leslie County Perry County	2200	3700 (1500)
Kentucky River District Health Department	[illegible] High Street Hazard, Kentucky 41701 606-439-2361	W. William Keck, M. D. Health Officer	Letcher County	225	275 (50)
Lake Cumberland District Health Department	Room 203 Security Building Market Street Entrance P. O. Box 360 Somerset, Kentucky 42501 606-679-4416	Larry Bowman Administrator	Cumberland County McCreary County Pulaski County Wayne County	1260	2000 (740)
Louisville-Jefferson County Health Department	400 East Gray Street Louisville, Kentucky 40202 502-584-5281	E. F. Oblander, Jr., M.D. Director of Preventive Medicine	Jefferson County	3167	4000 (833)
Lyon County Health Department	P.O. Box 96 Fairview Ave. & Hellwood St. Eddyville, Ky. 42038 502-388-9761	Jack Shell Administrator	Lyon County	35	35

( ) Additional Case load

PROJECT AGENCY	ADDRESS AND TELEPHONE NUMBER	RESPONSIBLE OFFICIAL AND TITLE	PROJECT AREA	PRESENT CASELOAD	TOTAL REQUES
Maternity & Infant Care Project	307 Kentucky Avenue Pineville, Ky. 40977 606-337-6151	Elaine Perkins	Bell County Floyd County Harlan County	1040	1819 (779)
Muhlenberg County	P. O. Box 148 Legion Drive Central City, Ky. 42330 502-754-3200	Mary Sue Uzzle, R.N.	Muhlenberg County	125	150 (25)
Northern Kentucky District Health Department	107 Brent Spence Square Covington, Ky. 41011 606-491-6611	Betsy Ball, R.N. Administrative Asst.	Campbell County Kenton County	600	900 (300)
Paducah-McCracken County Health Dept.	P. O. Box 1059 916 Kentucky Avenue Paducah, Ky. 42001 502-444-9631	H. G. Sargent, M. D. Health Officer	McCracken County	550	800 (250)
Park-DuValle Neighborhood Health Center	1817 S. 34th Street. Louisville, Kentucky 40211 502-774-4401	Joyce Howell, M. D. Medical Care Director	Jefferson County	600	800 (200)
University of Louisville, Children and Youth Project	323 East Chestnut St. Louisville, Ky. 40202 502- 589-8750	Charles Staggs Administrator	Jefferson County	900	900
Warren County Health Department	P.O. Box 737; 1133 Adam Bowling Green, KY 42101 502-781-2490	Charles E. Hume Administrator	Warren County	300	500 (200)
WEDCO District Health Department	P. O. Box 116 341 East Main Street Paris, Kentucky 40361 606-987-1915	W.E. Davis, M.D. Health Officer	Bourbon County Harrison County Nicholas County Scott County	210	360 (150)
GEOGRAPHICAL EXPANSION REQUEST December 1, 1975					
Gateway District Health Department	P. O. Box 107 Owingsville, Ky. 40360 606-784-8190	Robert S. Hill, M.D. Health Officer	Bath County Menifee County Montgomery County ''		1558

PROJECT AGENCY	ADDRESS AND PHONE NUMBER	RESPONSIBLE OFFICIAL AND TITLE	PROJECT AREA	TOTAL CASELOAD REQUESTED
Kentucky River District Health Department	573 High Street Hazard, Ky. 41701 606-439-2361	C. William Keck, M.D. Health Officer	Lee County Owsley County Wolfe County	800
NEW PROJECT SITES REQUEST December 1, 1975				
Clark County Health Department	121 East Lexington Ave. Winchester, Ky. 40391 606-744-4482	R. H. Scobee, M.D. Health Officer	Clark County	324
Lexington-Fayette County Health Dept.	330 Waller Avenue Lexington, Ky. 40504 606-278-5411	Philip G. Weiler, M.D., MPH, Director	Fayette County	5935
Three Rivers District Health Department	P. O. Box 276 Owenton, Kentucky 40359 502-484-3318	Barbara DeHaven, M.D. Health Officer	Carroll County Gallatin County Owen County Pendleton County	800
GEOGRAPHICAL EXPANSION REQUEST February 1, 1976				
Lyon County Health Department	P. O. Box 96 Fairview Ave. & Hillwood St. Eddyville, Ky. 42038 502-388-9761	Jack Snell Administrator	Caldwell County Crittenden County	330
NEW PROJECT SITES REQUEST February 1, 1976				
Boyle County Health Department	P. O. Box 398 448 South Third Street Danville, Kentucky 40422 606-236-2053	Harold McKenney Administrative Asst.	Boyle County	100

PROJECT AGENCY	ADDRESS AND TELEPHONE NUMBER	RESPONSIBLE OFFICIAL AND TITLE	PROJECT AREA	TOTAL CASELOAD REQUESTED
Bullitt County Health Department	P. O. Box 278 306 Buckman Street Shepherdsville, Ky. 40165 502-543-2415	M. A. Baumann, D.M.D. Chairman Bullitt County Health Board	Bullitt County	145
Cumberland Valley District Health Dept.	P. O. Box 126 Manchester, Ky. 40962 606-598-5564	Linda S. Fagan, M.D. Health Officer	Clay County Jackson County	213
Green River District Health Department	P. O. Box 1094 New Hartford Road Owensboro, Ky. 42301 502-926-9952	Paul E. Moore Director of Planning and Management	Daviess County Hancock County Henderson County McLean County Ohio County Union County Webster County	950
Hardin County Health Department	P. O. Box 250 Woodland Drive at Layman Lane Elizabethtown, Ky. 42701 502-765-7225	Astra U. Kidd, M. D. Health Officer	Hardin County	200
Henry County Health Department	North Property Road Box 207 New Castle, Kentucky 40050 502-845-2882	Barbara DeHaven, M.D. Health Officer	Henry County	120
Madison County Health Department	Boggs Lane P. O. Box 666 Richmond, Kentucky 40475 606-623-7312	Saundra L. Carter, R.N. Nursing Supervisor	Madison County	435
Magoffin County Health Department	P. O. Box 507 Highway # 114 Salyersville, Ky. 41465 606-349-3213	James E. Ratliff, D.M.D. Chairman, Magoffin County Board of Health	Magoffin County	130

PROJECT AGENCY	ADDRESS AND PHONE NUMBER	RESPONSIBLE OFFICIAL AND TITLE	PROJECT AREA	TOTAL CASELOA REQUESTED
Woodford County Health Department	Courthouse, Second Floor Versailles, Ky. 40383 606-873-4541	Wylie A. Slagel, M.D., MPH, Health Officer	Woodford County	60

TOTAL PRESENT CASELOAD 12063

TOTAL CASELOAD REQUESTED 29360

PERCENT OF WIC CHILDREN WITH LOW AND/OR HIGH VALUES FOR INDICATED VARIABLES, NUTRITION SURVEILLANCE, 1974-75

	Ht/Age[2]		Wt/Ht[3]			Hemoglobin[4]		Hematocrit[4]	
	No. Exam	% Low	No. Exam	% Low	% High	No. Exam	% Low	No. Exam	% Low
KENTUCKY									
Initial[1]	10,016	16.7	9,855	6.5	16.2	3,350	18.2	[illegible]	[illegible]
Follow-up[2]	7,747	14.6	7,714	5.7	14.4	3,317	13.0	[illegible]	[illegible]

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[1] Jan-Dec, 1974

[2] Jul, 1974-Jun, 1975

[3] Children under one month of age omitted.

[4] Children under six months of age omitted.

Chairman PERKINS. Now we will hear from Mrs. Baxter.

STATEMENT OF MRS. JANE BAXTER, WIC NUTRITIONALIST, ROWAN COUNTY HEALTH DEPARTMENT

Mrs. BAXTER. My name is Jane Baxter. I have served for almost 2 years as the nutritionist for the WIC program in Rowan County, located in eastern Kentucky. This county is one of the five eastern Kentucky counties in the Gateway District Health Department which was formed in July of 1975.

The WIC program has been a big help to the participants we have been able to serve in Rowan County. But we have only begun to scratch the surface of needs. In the other four counties not yet served by the WIC program there are numerous families with pregnant mothers, infants and young children who are experiencing the nutritional risk which the WIC program hopes to help.

Our application to expand the WIC program was pending prior to the interim regulations enacted by USDA. With the limitations placed on increasing the caseload with these regulations, our district has no opportunity to expand our WIC services.

These five counties share a number of overlapping problems related to unemployment and marginal agricultural production. The 1970 census survey of the population found it heavily rural. Many unskilled workers live in this area which is not favorably located in regard to raw materials and markets.

Relatively low levels of education and income, limited industry, average to high birth rates, and meager returns from agricultural production centered around tobacco have produced a population with many needs.

In the four counties of the Gateway District Health Department, in which the WIC program application is pending, the educational achievement of the youth is of concern. The average for young men finishing high school ranges from below 20 percent of those possible in the totally rural counties to 32.3 percent in the counties with partly urban population. The average for young women finishing high school is slightly better.

In this area, the average educational achievement does not prepare the young person to earn an adequate living, even if there were jobs available. However, we find these young people marrying and having families with scanty means of support and little chance for future improvement.

Infant mortality data in these counties is as high or higher than the U.S. average rate of 17.6 percent. The actual number of births to mothers age 15 to 19 is high when the population of females of this age group is considered.

A low-birth-weight infant born to a low-income teenage mother who lacked adequate nutrients during pregnancy faces a whole set of nutritional and developmental problems in reaching productive adulthood.

Let me recount for you the various nutritional risk factors recognized as eligibility criteria and describe some of the situations we find in our program participants.

(*a*) Incidence of nutritional anemia according to the attached anemia standards. An infant given milk for his main nourishment without supplemental iron, and potatoes and gravy as food has a high risk of being anemic. The lack of iron in the diet of infants and young children is an all too common event.

(*b*) Inadequate or deficient pattern of growth. An infant who is not thriving because he is not receiving nutrients needed for good growth is considered at nutritional risk.

(*c*) Inadequate diet. Foods supplying less than the recommended daily allowances for the age. An individual living on limited income and who has little knowledge of basic nutritional needs has a greater chance of eating a high carbohydrate diet lacking the vitamins and minerals the body needs for good health.

(*d*) High risk pregnancy. The adolescent girl who marries at 16 and becomes pregnant is still growing and maturing herself. The added stress of having a baby and increased demand for nutrients puts her at nutritional risk. High-risk pregnancy conditions include a history of premature or low birth-weight infants, or miscarriages.

What happens in the WIC program can be compared to a system linking what is put in with what comes out. The availability of funds to cover caseload food costs and program administration makes possible the participation of eligible individuals who in turn undergo changes and improvements in their way of life and health status.

The money spent for food has a high yield of nutritional value. The food package is outlined in the attachment. At the grocery stores in our area where the WIC vouchers are redeemed, the average costs of the food packages have been: for infants: high $26.11 and low $21.34; women and children: high $18.73 and low $16.13.

Each participant in a particular group, women, infants, and children, is eligible for the same amounts of these foods. The milk, cheese, eggs, iron-fortified cereal, and fruit juice supply a large percentage of the nutrients required by the individual for good health.

Since the foods are preselected for the individual, and the reasons why he needs them are explained to the individual in WIC clinics, his shopping becomes a learning experience in filling nutritional needs. Hopefully, his learning will carry over to the time when he is no longer eligible to be a WIC participant.

This means the mother whose child has been able to have a cup of juice every day, will still choose to buy the juice instead of soda pop at the same cost. The cereals on the program are limited to a few highly fortified products. The program does not permit the purchase of just any cereal in the grocery store, because many of them are high carbohydrate, low nutrient products.

The funds for the WIC program also pay for the professional staff who is trained and able to intercede for the participant and his or her problems. The participant has available a wide range of helping resources, primary of which is the supplemental food.

The kinds of accomplishments of our local program I have observed seem to fall into four areas.

1. Improved nutritional status measured by medical data on anemia and on pattern of individual growth. A marked improvement in the food consumption habits of the participants can also be recorded in patient interviews. Since our program participates in the Hematology

and Anthropometry Surveillance Survey, we have health evaluation records of improvements in hematocrits among WIC participants. The number of infants and children in Kentucky measured as having mehatocrits below standard dropped by 10 percent frcm a total percent low on first visit of 22.4 percent to a total percent low on second visit of 12.9 percent.

2. WIC staff is able to refer the participants in need to other services either in the health department or in some other governmental or helping agency. The participants often do not know where to go for the help they need, or do not even know there is help available to meet their needs. We work with social workers, extension, community services, food stamp, unemployment, child care, and anyone else who might provide needed assistance.

4. The program is a link of communication with part of a segment of the population whose experience has limited their basic grasp on our economy and their ability to function in our society. Recent governmental agency studies have indicated findings of the real limits of practical literacy and understanding under which many Americans must go about their daily lives. To someone who has not known how to shop for economical purchases to understand package labels or directions, the WIC program can be of real help and of substantial benefit to our total society.

The WIC program has a basic everyday impact to improve the health and lives of the participants. We know there are many more in need of this help in our health district in eastern Kentucky. The benefits are clear. All we need is the caseload to take in more participants determined at nutritional risk.

Chairman PERKINS. Thank you.

Now, we will hear from Mrs. Gaye Faring.

STATEMENT OF GAYE FARING, REGISTERED NURSE, FIVECO DISTRICT HEALTH DEPARTMENT, ASHLAND, KY.

Mrs. FARING. After public health agencies were made eligible as WIC program participants in Kentucky, we entered the program in January 1974.

Carefully applying the criteria given for the selection of those in nutritional risk, it took 3 months to establish our full complement of 287 patients.

Chairman PERKINS. Is that in Pike County alone, or in the five counties?

Mrs. FARING. It took us 3 months to reach our full caseload. We held that caseload for sometime, and then we badgered your office and appealed to the USDA to release more funds, to allow us to increase our caseload because we had several people who were eligible, and wanted to come on the program. We are grateful that your office was accessible to us, and called us back, and investigated this.

We, then, later received our increased caseload of 430, and we are now at 450 after this State caseload redistribution, those who were not using and extra clients.

Presently, we have 162 on the waiting list. These are just people who know about WIC, and have called and said: "We need WIC."

We have looked into it, and they do need WIC. There are a lot of people who don't know about it, and have not asked for it.

Anyone that we find on an emergency basis who really needs it, we go ahead and put them on the program, if we find them at the health department, and there are several that we have not found.

We operate at an average cost of $25 a month per patient. We serve four countries, as I have said, and use population as a rough guide of apportionment of quotas leaning toward the poorer counties.

Clinics have been held weekly in each county with participants scheduled monthly to receive vouchers, nutritional evaluations and reevaluations and nutritional education in the form of individual counseling.

The nutritional education component serves to assure proper utilization of the WIC package and hopefully to change poor eating habits and train mothers to prepare more nutritional meals.

We feel the program, as set up, is subject to minimal abuse due to close screening by health department personnel and grocers who know the people in their community.

Out of 105 participants, the first to be reevaluated, it means that they had been on the program for 6 months, the first time that we came up with that number, 41 percent of those had been admitted with anemia. Of that group, after 6 months, 86 percent were improved by 1 to 3 grams in just 6 months, with the most severe anemia improving the most.

As exciting as this is, there are other signs of nutritional improvement which are not as scientific or measurable for statistics, which have caused our community health nurse and clerks to praise the WIC program even though it has brought them extra work without extra pay.

We wish you could see the before and after pictures of one dramatic, but representative example of a pregnant mother with five children under the age of four, all eligible for supplemental food. The father made $2.70 an hour.

The twins weighed 9 pounds at 6 months of age with only a 4-pound gain from birth, they were on homogenized milk, and were extremely underweight and anemic. The mother was depressed and looked terrible, as did the children.

She delivered another set of twins weighing 7 pounds each. She had been on the WIC program. Now they all look great. She smiles, the children are healthy and clean. Their hematocrits are normal. The first set of twins now weigh around 30 pounds and their growth patterns are normal.

As with all new programs, we feel that we have learned some of the weak points and have some suggestions to improve it. For example, our food packages are not entirely workable and the system for accounting for food vouchers is not altogether efficient.

This program is successful because it economically provides opportunities for nutritional education as well as:

(1) nutritional improvement during a critical period of development;

(2) it has built-in controls to avoid misuse;

(3) it makes use of present health department facilities at no additional cost; and

(4) it affords opportunities to pick up and refer other health problems.

Thank you.

STATEMENT OF C. W. FRANZ, FIVECO DISTRICT HEALTH OFFICER

Dr. **Franz.** I thought that I would supplement just a little bit for the benefit of the Congressman.

Kentucky has 120 health departments. Texas leads with 250, and Georgia with about 168. Kentucky has 120 health departments, and different counties can combine voluntarily into a district.

The counties in this area, which have the designation of Fiveco. We were to have five counties, but one county did not join, so we sometimes refer to it as Fourco.

The Fiveco Health Department is a new experience. It is a new experience for our health department to be in the food supplying business because traditionally public health has been preventive medicine and, of course, I don't think that it would take much stretch of the imagination to realize that nutrition, feeding poor children, and expectant mothers would be good medicine.

We realized early in our prenatal clinics, family planning clinics, and our baby clinics that many of these people had the problem of nutrition, or nutritional status. But, of course in public health we had no method to take care of that, other than referring them to the welfare agencies, or to the other Department of Agriculture programs, or to the State economic programs.

So, we were very acceptable, and entered into this, as Ms. Faring stated, in January of 1974. We had problems, because this was new to us. We operated the program on a 10-percent administrative, and I was very elated with the fact that here was a Federal program that we could operate on 10-percent administration because that did not seem to be a very customary thing in most Federal programs.

We operated within that limit, and we had some problems, as Ms. Faring expressed it, at first. I think that whoever the Department of Agriculture selected, these people did not consult their wives because many of the things that they set up were not packaged in that size. They might call for 10 ounces of oatmeal, which only comes in packages of 8 and 18, for example, and we had problems of this type occurring, as I understand.

At the beginning there was quite a bit of trouble with the Department of Agriculture. They told us that these were the things that we were going to use, and they were not properly chosen. Then, they would turn right around, and say: "You are going to use another one."

I think that they must have some pretty big Xerox machines, because there is no day when we don't get something from WIC. We always get something from the Department of Agriculture. When the mail comes, it is like a letter from the soldier overseas, we are going to get our letter from WIC for sure.

The Department of Agriculture, this may be unjustified criticism, but this is the way that we see it on this end. For example, they ask us for income criteria, and we have set up pretty much our own basis, because it was up to us who needed it.

We knew the people, our nurses in the health department, where we were working, had been there on the average 18 to 19 years. They knew everybody that came in, and they knew the grocery stores, and there was no problem in determining the eligibility on our own.

So we wrote up criteria to use as a rough guide. We don't want criteria for that. There are no criteria. If somebody comes in that is a millionaire, and they need a nutritional supplement, give it to them. We finally got those things ironed out.

It was new to me, because I am a health officer, but with Mrs. Faring I went to the various grocery stores, and we set it up with them. We had some problems at first because the grocery stores would kind of pad the charges a little bit. Mrs. Faring was very alert to that, and simply mentioned this to the grocer, "we will not pay that," and the State, of course, said that they would not pay over what the going rate was.

She pretty soon had them in line real well, and they are very cooperative now. We had a little problem at first with paying them. I don't blame the grocery stores for that, if you are 3, 4, or 5 months paying them, it is their money that is tied up. They are not receiving any kind of interest on it.

So, we arranged through Mrs. Kidd, and through the budget accounts, and we now have our own bank account, and we pay very promptly on the first of the month, and the grocers are very happy.

All in all, the program is working real well, except for, I would say, two things: The constant changes from the Department of Agriculture on the program; and the fact that we have a capacity far beyond what we are doing now.

We have the help, and we have the facilities for performing the program. It really worked out pretty well with public health because the accountability was good. The public health knew these people. It does not cost 1 cent additional for our facility. The program was pretty easy to establish as far as accountability was concerned.

I think that it has been a very good program in all ways. I personally support the concept very much.

Chairman PERKINS. I think that we can all agree that it has been a good program. We are delighted that we set it up in 1972 and 1973.

Now let me ask you, since you are in the Department of Human Resources, to what extent are you serving Kentuckians today, what percentage are you serving?

Mrs. KIDD. We estimate, from the best statistics, taking women of child-bearing age, and children under 5, and applying poverty tests, that we have approximately 89,000 people in the State that would be eligible for WIC. It is a very low estimate. We are only serving 12,000.

Chairman PERKINS. Mrs. Baxter said that she had 162 applicants that she could not serve.

Mrs. KIDD. We have a long waiting list on every project.

Chairman PERKINS. Let me ask you, Mrs. Faring, have you begun to implement the new amendment we adopted last year. Have you already done that?

Mrs. FARING. Yes. We did it when the regulations came down in October to do that.

Mrs. KIDD. We got verbal commitment in October to do that. We did not receive the regulations in printed form until January. We are already at maximum caseload.

Dr. FRANZ. We did get this back in October, but the only place that we could fit those people was where somebody dropped out, or became ineligible. So we had maximum caseload at that time, as Mrs. Kidd said.

Chairman PERKINS. Did you read the letter that I sent?

Mrs. KIDD. I think that the letter that Congressman Perkins is referring to has to do with the reason that I stated that Kentucky is not a priority State.

I am sure that you, gentlemen, are aware that the new regulations state that the State agency, of course the Bureau for Health Services, administer this program. I am charged with the responsibility for this program among various other duties.

We implemented this program in areas of greatest need. It says that priority shall be given to those who have the old supplemental feeding program, this was the program where a pregnant woman could be given extra food through commodity distribution, or food certificate programs. This would be the areas of greatest need where the program should be implemented.

We hardly see that as serious areas of greatest need, if they are getting food. We feel that the area of greatest need are those who are not getting anything. We frankly see this as a way of spending less money on this vulnerable age group.

Chairman PERKINS. I think that you are exactly right, and I think that you have summed it up exactly right. We are trying to get that regulation changed.

Mrs. KIDD. In the Illinois area, they happen to have some caseload that they have not utilized, but the food certificate in Chicago, they were told to phase that in with other funds. They are taking in somewhere in excess of 5,000 people.

We would not mind having them added to the WIC program because the food is more accepted in those age groups. But we think that they ought to transfer the money as well.

Chairman PERKINS. I hope that you will join me in another letter to see if we can't get this regulation set aside, or straightened out, if you feel that way about it.

Mr. QUIE. I sure do.

Mrs. KIDD. The thing that is happening to us, and it happened more last year, if I may add a little bit, and they have kind of controlled this. Last year, in the "hurry up" to get the money committed, we were given x number of dollars, which was much in excess of what we could spend. However, we were locked into these caseloads, and there were these millions of dollars dangling, but we could not get to them.

We are begging for a budget that will allow us to serve as many people as we can serve. The only reason that Kentucky is operating at less than 25 percent is that we are at maximum caseload.

It takes a higher percentage, as you well know, for a larger project to operate in the buildup period. For instance, last month we generated $60,000 in administrative money, and we only claimed $40,000. We could not serve another person.

Chairman **Perkins.** Mr. Quie.

Mr. **Quie.** On that question, were you, then, instructed by USDA that you could not use that money, which was already allocated for the administration of food?

Mrs. **Kidd.** You cannot serve more than your maximum caseload. We are bending the rules a little bit in Kentucky, because we feel that we ought to be serving as many people as we can.

Mr. **Quie.** It is mentioned in the regulations that you can spend 25 percent of the money. We had allowed 10 percent for administration, and we moved it up to 20 percent, except for the first 3 months when you can use whatever it is.

Mrs. **Kidd.** It is 20 percent of your food costs plus your administrative costs, which equal 25 percent of your food cost. It is easier for our project to figure it that way.

Mr. **Quie.** As I read the law, it says that it shall not exceed, rather than it is going to be set out there for you to do. It is 20 percent of your cost, and a new project would probably be 25 percent.

Mrs. **Kidd.** We have health departments, we have agencies operating this program. We have certain persons who are absolutely necessary to run this program. We are on a voucher system. We would prefer to spend all of our money for food, but the Department of Agriculture is not allowing us to do that.

Mr. **Quie.** Is there any effort on the part of the State to pick up part of the cost of the individuals who would qualify and increase your caseload?

Mrs. **Kidd.** Not at this time, no.

Mr. **Quie.** I don't think that this is a program that ought to be totally funded by the Federal Government. I think that there ought to be some responsibility with the State.

Ms. **Kidd.** I believe that nutrition is very much a part of good health. I feel that probably the State should put in some money into the program. I think at this stage there is money appropriated, and we should utilize it better.

It is my money, and everybody else's money. I think that we ought to allow the States to get into it too.

Chairman **Perkins.** Mr. Hall.

Mr. **Hall.** I don't think I have any questions. I was struck by the 10-percent administrative cost. It would be wonderful if we could do that on the Hill.

I have a question, on second thought. You mentioned that some of the grocery people were trying to pad the bills. Were they attempting to pad in order to cover the carrying charge because of the delay in payment?

Dr. **Franz.** They were moving up the price on the food.

Mr. **Hall.** They saw this as Federal money?

Dr. **Franz.** This is happening, the price on the food is a higher price; if you don't move fast enough, they will move their price up. It has been moving up so fast that we had to set up some type of scale as to what the current prices were right now in this area, and this is what they will have to charge.

We expect strict accountability of what the current rate is, to the current customer out there.

Mr. **Hall.** I have no further questions.

Mr. QUIE. As the chief of discipline, did you take care of that?

Ms. KIDD. In the Bureau of Health Services, we have a group of people known as chiefs of discipline. There is a chief of discipline for medicine, a chief of discipline for dentistry, nutrition, nursing, and so forth.

Chairman PERKINS. We thank you all very much for your appearance today. We are going to do the best we can.

[Whereupon, at 4:30 p.m., the subcommittee adjourned, to reconvene at call of the Chair.]

[Material submitted for inclusion in the record follows:]

LESLIE KNOTT, LETCHER PERRY,
HEAD START PROGRAM,
Whitesburg, Ky., February 25, 1976.

Ms. BEATRICE CLAY,
Subcommittee on Secondary, Elementary, and Vocational, Rayburn House Building, Washington, D.C.

DEAR Ms. CLAY: It is with pleasure I give you my reaction to the Child Care Food Program. We have a Head Start Program in the Appalachian Region of Kentucky. The grant from H.E.W. does not include food for the children because this was to be obtained from U.S.D.A. Under the Special Food Service Program for Children our rate of reimbursement was 36 compared to 64 for schools on the National School Lunch Program. This left us with insufficient funds to provide the children with foods that would nourish and enrich the child. Congress has mandated that at least 90 per cent of our children be from low income families so the children we were to help broaden horizons wound up with low-cost protein and protein substitutes—the same they were getting at home. Further we were handicapped by the fact that if we accepted any children over the guidelines we had no means to pay for their food because we can not charge the Head Start children.

The saying has become trite from overuse but we truly and deeply believe that "Our children are our greatest resource" and we firmly believe that a sound child development program such as Head Start is the best way to help our children become responsible self-sufficient citizens. We need this program for all of our children not just low income. There are numerous studies that support our cultural deprivation in the Appalachian Region of Kentucky.

However, this is a digression from the heartfelt thanks I wish to express to Congress. We deeply appreciate this new legislation and we would not be able to meet the developmental needs of our children without this assistance. Now our rate of reimbursement is 66.75 compared to 36 on the Special Food Program. We feel we can do a much better job meeting the Performance Standards of Head Start.

Sincerely,

ALEECE H. JONES,
Head Start Director.

CROZER-CHESTER MEDICAL CENTER,
Upland, Chester, Pa., February 23, 1976.

Hon. CARL PERKINS,
Chairman of the House Education and Labor Committee, Congress of the United States, House of Representatives, Rayburn House Office Building Washington, D.C.

DEAR MR. PERKINS: Recent funding policies of the USDA oppose the intent of Congress toward affirmative action to provide the medical and economic benefits of WIC to areas of greatest need. Provisions in the legislation allow for carry over of unspent funds from one year to the next. These funds, which are being made unavailable, could be used to fund new projects and provide the high protein, high iron foods that have been found to be a significant factor in reducing complications in pregnancy and delivery to many more pregnant women. These foods for infants and children mean better health and resistance to infection.

The concern of all of us should be to convince the USDA to revise their policy, allowing funds to be made available for expansion of the WIC Program.

Sincerely yours,

JOANNE SCHWARTZ,
NIC Nutritionist.

KNOTT COUNTY HEALTH CENTER,
Hindman, Ky., February 18, 1976.

SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION,
Rayburn Office Building,
Washington, D.C.

LADIES AND GENTLEMEN: Since my work with the Letcher County WIC Program began in September of 1974, I have seen the potential as well as the actualization for much good come of this program. However, this is just one small step forward in our progression towards better nutritional care for our mothers and children in Eastern Kentucky. Much more has to be done to improve the quality of the services and more persons in the Letcher County area need this care.

What have been my personal, positive associations with the WIC Program and its services to the poor? They have been many. Let me cite a few: to pregnant women previously not able to afford today's costly high protein foods, a better chance for adequate nutrition for themselves, and more importantly, for their developing child; to mothers heretofore sapped of their strength following a malnourished pregnancy, a chance to enjoy health in those crucial post partum and succeeding days * * * a health so vital to childrearing and all its demands; to low income mothers desiring a successful breastfeeding experience, a diet adequate in nutrients to allow them to see their child thrive and grow; to the underweight and the yet-to-mature teenager, a chance to gain those vital pounds so necessary in overcoming the nutritionally related birth defects so common to this group; and to the obese prenatal woman, the opportunity to feel the effects of good nutrition and its accompanying sense of wellbeing * * * perhaps for the first time in her life. These are some of the immediate advantages I see coming from the WIC Program in areas where the woman as childbearer is in focus.

But what of the fetus? the neonate? the preschooler? What has WIC provided for them? Better would be the question, what is WIC doing for the future of the citizenry of the United States? For in these children who have been born of well nourished mothers, mothers who have maintained their health and strength through the stresses of childbearing, come the leaders of tomorrow. In these children who have been spared the listlessness of amenia, comes the spark for learning and creativity and a better chance for mental and physical growth. A chance perhaps, to break the cycle of poverty, by allowing the body to cooperate with the mind in progressing towards a fuller sense of being. For as we are all too well aware * * * a hungry or poorly fed child will not explore and discover on his own for very long.

I have no doubts that WIC will bring long term benefits to society. It should definitely continue. For in helping to provide and to teach the poor what foods are necessary for normal pregnancy and child development, I am sure we are significantly reducing nutritionally related problems such as stunting, slow learning, retardation and malnutrition.

It might also be stressed that providing the unknowing mother of limited income, the kinds of foods her baby should have may also be helping to curb unintentional child abuse and or child neglect. This situation deserves serious consideation in everyone's eyes. For all too often, children who are born into poverty situations are fed whatever the family fare may be * * * regardless of whether their delicate systems can handle the likes of gravies, fried foods and soda pop. Our records do show that on occasion such has been found to be the case. The value of prevention here is manifold.

In the opening of this testimony, I recommended an improvement in quality of care. I would like to see the funds for more comprehensive teaching and counseling. Only one third of my time is spent with Letcher County and the work is there for a fulltime nutritionist. Services for teaching in the home would also be a bonus. We do work with the EFNEP (Expanded Food and Nutrition Education Program) people; however, they usually are only staffed to see our more urgent requests. I would like to see more outreach done in the Letcher County community. Our waiting lists document this need. We carry over 200 mothers and children. Our services extend to our clinic clientele only. This was the original design for WIC in this community and the time is at hand to expand. A significant part of our Letcher County population needs and asks for our WIC services. Only the funding for a caseload increase would see these services were made more available.

Recent regulations recommend onsite nutrition education. This is a step forward to be sure. I would like to suggest the program's active role in using the Media to teach the WIC philosophy of prenatal and child nutrition concepts much in the manner that the March of Dimes has done for prenatal care.

A broader expansion of the food package also needs to be considered. We find a number of our recipients denying the iron fortified adult cereals. Possibly another alternate for iron could be incorporated that would be more suitable to the population being served. The seasonal availability of fresh fruits and vegetables should also be considered. Including dry beans in areas such as the mountains would also be ideal.

I urge you to study these proposals and to work to see more comprehensive funding be appropriated. I thank you for your interest in this vital area of growth and development and know you will do your best in getting the care to the people.

Respectfully yours,

(Mrs.) CHRISTINE L. MEDLIN,
Nutritionist,
Knott, Perry, Letcher Counties.

HAZARD APPALACHIAN REGIONAL HOSPITAL,
APPALACHIAN REGIONAL HOSPITALS,
Hazard, Ky., February 17, 1976.

Re WIC program.

CHARLES COLEMAN,
Hazard ARH,
Hazard, Ky.

DEAR CHARLES: Although at this time it is almost impossible to determine exactly what impact the WIC program has had on our patient population over the past year, I would predict that over a 5 year period, it is going to have considerable impact. As we have discussed in the past, when we first started the Infant Care Project in February of 1972, we found that 37% of children under 2 years of age had significant iron deficiency anemia (hematocrits under 30%). Dietary histories were universally extremely poor. Children stayed on milk only until well over a year of age. There was little understanding in the patient population of good nutrition of children. Intake of carbohydrates and "junk foods" was extremely high and this probably remains true even to this day. What we have seen since the institution of the WIC program is a better understanding on the part of the parents what constitutes good nutrition. I am not certain that every time that they follow through; on giving what is good for the child, because often the child gets what it wants in this society. I feel very strongly that the Federal Food Stamp should have been instituted like the WIC program. In other words, there should have been nutritional counseling with the food stamps and only certain foods should have been allowed. Surely the "junk foods" should not have been allowed. So I doubt very much whether processed foods such as TV dinners should be allowed. I feel that the WIC program's greatest advantage is that it will help given parents and a whole new generation the understanding of good nutrition at an early age.

Perhaps the greatest disadvantage of the WIC program is the same as any other welfare or give-away program in that it may reduce incentives on the part of people to improve their own circumstances by accepting free foods. However, I consider this to be a very small disadvantage in view of the fact that the children are receiving nutritional supplements and has been well demonstrated both in Holland during World War II and in Mexico in the past 20 years, long-term development, IQ, and general health of adults, very much depends upon their nutrition in infancy and early childhood.

Please let me know if I can be of further assistance.

Sincerely yours,

G. A. CULLEY, M.D.

HAZARD APPALACHIAN REGIONAL HOSPITAL,
APPALACHIAN REGIONAL HOSPITALS,
Hazard, Ky., February 18, 1796.

Re WIC program.

CHARLES COLEMAN,
Nutritionist, Hazard ARH,
Hazard, Ky.

DEAR CHARLES: The Infant Care Program of the Family Health Services currently follows approximately 1800 infants and children in five counties (Perry, Knott, Leslie, Breathitt, and sections of Letcher). The program is aimed toward providing routine well-baby and followup services to a group of children who otherwise would not have the benefit of this kind of health care. Well-baby checks are done in the homes mainly, but some clinics are held where well-baby checks can be done. Attention is given to developmental, nutritional, and socio-economic needs in the home as wel as to the physical aspects of the examination.

The WIC Program which has aproximately 2200 people registered in three of the counties covered by the Infant Care Program (Perry, Knott and Leslie) has been a tremendous help in providing comprehensive care to many of our families. The Infant Care Program personnel can detect women, infants, and children who are at nutritional risk but they do not have resources available to them to help each family with food supplements. The main advantage of the WIC Program is that people at nutritional risk can be referred to this program and receive food supplements that otherwise are not available. Conscientious attention is given by the WIC staff to the general health of the child so that Infant Care knows this person is being looked at individually and not being handed monthly vouchers routinely without a look at the total picture. Referrals back to Infant Care from the WIC staff allow Infant Care to followup on situations that are not nutritional. This close working relationship is another big advantage of the WIC Program in our area.

Since transportation is a major barrier to health care here, it is also a barrier to those who need the services of the WIC Progrm. By having eighteen clinics each month in different areas of the counties, the WIC Program breaks down this barrier. For our area it is a tremendous advantage to have a program that operates in this manner.

The nutritional headstart offered by the WIC Program to our infants is amazing. The Infant Care staff often finds families that do not provide proper nutrition to young infants because of tradition and expense. The iron fortified formula supplied to these children in the crucial early months must keep many children from iron deficiency anemia. Food supplements to the older children and to the mothers help the entire family's nutrition. This, too, is seen as an advantage and a boost to the raising of the level of health in the area.

The need for the WIC Program here is incredible. Despite all that it does, it is felt it could do more if it was not limited by certain regulations. It is not understood why the caseload cannot increase as the case finding of eligible persons increases. For every person on the program there is probably one or two just as eligible but unable to get a voucher because of the caseload limits.

The kinds of foods and formula allowed on the voucher are for most part acceptable. However, area differences make the blanket requirements difficult in many situations. For example, families without a good supply of water would do much better getting iron fortified cereal in jars rather than in boxes which need mixing. Cereal in jars is not allowed on the vouchers.

Local needs are not taken into account with the requirement for a weekly voucher either. In this part of the county, it is often very difficult to get down to the store each week and to keep track of several different vouchers. A system that would allow the local grocer and the family to work out when and how the voucher will be redeemed during the month would make it much easier on the families here.

The WIC Program's advantages greatly outweigh its limitations. It is hoped, however, that the Program will embark on a course to meet the area needs of its clients as well as continuing to help out with nutritional needs in general.

Sincerely,

HELEN ROBILLARD, RN,
Nursing Supervisor, Infant Care Program.

HAZARD APPALACIAN REGIONAL HOSPITAL,
APPALACHIAN REGIONAL HOSPITALS,
Hazard, Ky., February 18, 1976.

Re WIC program.

CHARLES COLEMAN,
Nutritionist, Hazard ARH,
Hazard, Ky.

DEAR CHARLES: Although we do not have data to substantiate any notable difference in health since the inception of the WIC Program in February of 1972, we feel it has had a definite impact upon the families and children who are recipients of our WIC Program. I view the WIC Program as the first step in attempting to influence the diet of the people in this area. It gives us an opportunity to issue food to the people considered nutritional risks as well as nutritional education. It is my impression that we may begin to see some impact as to the benefit of this Program perhaps five to ten years in the future.

As we have discussed many times, the method of food distribution through the WIC Program is far superior to the food stamp program which exists through our welfare system. We have all agreed that it would be far better for the food stamp program to be conducted in a similar manner as that of the WIC Program.

The biggest advantage that I see of the WIC Program is that you can issue food supplements to those persons who meet the definition of nutritional risk rather than determining eligibility strictly on an economical basis. This gives us the latitude to work with families who do not meet the criteria of other state and federal programs.

As I have stated before, I feel that we will see the impact of WIC some five to ten years in the future. Hopefully such programs as WIC will be expanded to allow us to each more people who are in need of services offered through the WIC Program.

Sincerely,

VITO CONTENTO,
Project Director, Hazard Family Health Services.

CLEVELAND PUBLIC SCHOOLS

1380 East Sixth Street • Cleveland, Ohio, 44114 • Telephone [illegible]

PAUL W. BRIGGS
Superintendent

February 26, 1976

This is an urgent plea for a badly needed complete review and reorganization of existing Child Nutrition Programs, with particular emphasis on the establishment of a feasible and demonstrably equitable method of distribution of appropriated funds. This is not a request for increased appropriations, but for an opportunity to make better use of the funds already available for these purposes.

In the past, boards of education have been the target of community displeasure with many aspects of child feeding programs. Organized community groups are becoming more aware that many of the local and state problems with child feeding programs stem from legislation influenced more by political pressures than by concern for the health and welfare of the school-aged American. Many legislative changes have been brought about by lobbies which do not necessarily represent the systems that are carrying the burden of these programs. Boards of education, school administrators and teachers, and parents are becoming disenchanted with the endless constraints being imposed on child feeding programs by annual patchwork legislation.

Through all of our efforts in the behalf of child feeding programs run both the challenge inherent in the law, and the limiting factors inherent in the rules and regulations written to implement the law. We wish to bring to your attention in these pages, some of the areas in which the challenge and the limiting factors need immediate and more knowledgeable consideration by both the legislators involved, and by the interpreters who write the regulations.

Please study these materials with our first statement in mind. We definitely feel that a thorough review, and consequently thorough reorganization, will increase the efficiency of procedures of reimbursement distribution, and improve the actual use of the reimbursement funds themselves.

If at any time you feel the need to discuss any aspect of the materials presented here, or any other related subjects, please feel free to write or to call, and I will make every effort to provide whatever information is at my disposal.

Thank you for your active interest in these most vital matters.

Yours very truly,

Geo. E. Theobald

George E. Theobald,
Deputy Superintendent

GET:ejm

February 27, 1976

SOME CURRENT PROBLEMS OF SCHOOL FEEDING PROGRAMS

Cleveland Public Schools

Constance K. Gallo, Food Service Director

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I. AVERAGING CONCEPT OF REIMBURSEMENT CALCULATIONS

In the last three years a new word has been introduced in the area of calculating reimbursements to be awarded to school districts for school lunches and breakfasts. This term was designed to help the state offices to find a fair, middle of the road formula for reimbursement payment. The term referred to is "average".

This "averaging" concept is far from being a fair way to calculate reimbursement. What happens is that, as with any group of figures which has a disproportionately heavy number either at the bottom or at the top, the average figure is weighted toward the area in which the largest number of units falls. Even with a weighted average being used as a basis for calculation, there are 17,000 school districts offering school lunch, and only 84 -- or less than 1/2 of 1% (.00494%) -- are classified as 'major' cities school districts (50,000 or more enrolled).

This affects school lunch and breakfast reimbursements. School lunch reimbursements are calculated not only on the basis of the number of meals served, but on the basis of the cost of producing and delivering those meals. School districts like the Cleveland Public Schools, in metropolitan areas, are naturally serving the largest number of meals because of the concentration of the population. But also the major city school districts are finding that the costs of production and delivery are much higher than those costs are to small rural and suburban school districts.

These costs are higher for our school district as a major city school district than for the smaller, outlying districts in Ohio They are as follows:

A. LABOR COSTS -

Union pressures are unbelievable in urban areas. At our Central Kitchen alone, we must deal with nine separate unions demanding higher wages, and more fringe benefits and shorter hours. Metropolitan purveyors are under comparable union pressures. Naturally the high labor cost to the purveyor is passed on to the customer school lunch and breakfast program in the form of higher food costs.

In rural areas, school lunch workers are most often not unionized, their pay being set by the local school boards, and standardized only by federal minimums.

B. MORE OF THE ACTUAL COSTS OF PRODUCTION AND DELIVERY ARE CHARGED TO THE MAJOR CITY FOOD SERVICE BUDGET THAN THOSE OF SMALLER DISTRICTS.

Because full cost accounting is mandated by the state agency and also because of the sheer magnitude of our 'business', many operating costs are billed to the Cleveland School Food Service Division that are absorbed by the general fund of smaller systems and not included in the itemized costs of operating the food service of these systems. These include:

1. Maintenance - In small systems the general maintenance man is in the building on call for emergencies, and a small part of his regular job responsibilities include floor care and other minor items in the kitchen and cafeteria. His salary is paid by the board of education.

In the Cleveland system, a portion of the daily salary for the custodian, the assistant custodian, and the laborer in every school in the system is charged to the Food Service Division.

2. Utilities --- In small systems the energy costs for production, serving, and eating areas are metered and paid for together with those costs for all other areas of the school, and are paid for by the general fund.

In the Cleveland system, the production unit for the 135 elementary schools is a separate entity. All lights, heat, air conditioning, and the electricity for production and storage is easily metered separately, and paid for through our Food Service Division. Also a proportion of the energy cost for each school building is charged to the Food Service for the operation of its facilities in each building.

3. Security ---- In small systems, this item may be a matter of a nightly routine check by an all-night maintenance man being paid by the board of education.

In the Cleveland system, this item looms as a large and an important cost. We have 24 hour Sonitrol control at our Central Kitchen and in our schools. Our part of this cost is charged against the Food Service Division.

4. Transportation -- This is a cost often not even required by the small systems that maintain self-contained kitchens. At most, small systems may make deliveries of supplies of food to several buildings, using a school board vehicle purchased for other needs, and not charged in any way to the Food Service.

   In a large system like the Cleveland system, the services of a trucking firm are used to transport the meals from the Central Kitchen to the 135 elementary schools. In comparing costs, it was determined that maintenance, repairs, and operating costs of a fleet of trucks were greater than the cost of the contract service.

5. Stringent enforcement of state and local health regulations needed in mass feeding programs

   In small systems the health safety problems encountered by the system of preparation and delivery are not as complex and therefore do not require as much of an expenditure in administering the solutions.

   The enforcement of health safety regulations and precautions in mass feeding systems are necessarily stringent. The extensive refrigeration and freezer storage and the care in maintaining proper storage facilities and proper temperature of transportation equipment are essential expenses in major city Food Service Systems.

So the 'average' figures for costs of production and delivery do not reflect an average of actual costs because all of the costs are not charged to all Food Services, and because legitimate costs are exceptionally higher in such a small percentage of the total number of units.

The original average cost figures used to calculate reimbursements were taken from 1973 information, and are adjusted annually by another 'average' statistic. The "cost of food away from home" part of the Bureau of Labor Statistics Consumer Price Index is used to calculate semi-annual allowable increases in food costs for reimbursement. The national increase in this cost index for 1975 through September was 8.2%. The increase in this cost in the Cleveland area was 12.1%, based on actual costs in the Cleveland City School District.

In many instances, the Cleveland dilemma of being on the short end of the averaging concept in several ways is a reflection of the dilemma of most of the major city Food Services. The problems of the large school food systems are more similar to each other than they are like the problems of smaller systems.

A complete re-evaluation of the bases for calculation of reimbursement should be mandated. The states should be required by law to evaluate each individual system on its own costing needs. This would help to eliminate the common situation in which the food systems whose costs are below the average benefit by the averaging, and the food systems whose costs are necessarily above the average are penalized continually.

II. REIMBURSEMENT - TIMING OF PAYMENTS

Another area which demonstrates the urgent need for reorganization from the federal level right through the state levels, is the timing of federal and matching state reimbursement payments. We will discuss three real problems in timing that cause continual difficulties in delayed payment of accounts. Realizing the cost of capital to our purveyors, we must face the fact that delay in paying our accounts to them results in higher interest on their investment, and resulting higher food costs as those increased costs are passed on to us, the consumers. Thus reimbursement monies that could be purchasing more food are paid out in increased cost, due to delayed receipt of those monies by school districts. The current practice is clearly poor business.

A. ADVANCE PAYMENT OF REIMBURSEMENT

We had hoped to achieve greater efficiency in the flow of money when the U.S.D.A. finally established the advance payment procedure of reimbursements. This has not been accomplished in actual practice.

1. Food to be served to students in September is purchased in July and August.
2. The earliest 'advance' payment for a September reimbursement we have ever received has been in early October of the same year. The 1975 'advance' payment for the breakfast program for September was received on October 30, 1975. (See attached chart.)

3. Since advance payments are calculated on past performance, not on actual delivery, why cannot that calculation be made to deliver the payment in late August, and other advance payments in corresponding months? This could actually make money we now pay to protect the purveyor in increased food cost, available as greater purchasing power, or to compensate for inflation.

B. LENGTH OF TIME BETWEEN THE SUBMISSION OF REIMBURSEMENT CLAIM AND RECEIPT OF PAYMENT OF THAT CLAIM

(See Charts A and B in the Appendix)

1. Use of computer-based accounting was instituted in the Ohio School Food Service Division, with approval of the U.S.D.A. in September 1974, with the hope that this problem could be resolved. Introduction of federally mandated accountability using computer print-outs was supposed to guarantee payment of claims in 10 days to 2 weeks. This was never accomplished. Actually the new accountability has been very expensive - making it necessary for our Food Service to hire eleven additional employees to process the daily print-out report forms - with no consequent improvement in the time required to process claims through the state office. Revision of the original unworkable computer system by the newly appointed director of the state office has been required by the Ohio State Auditor. At present, the revised process is not delivering the claim checks to alleviate the cash flow problems described.

2. Observation of the spread between the submission of reimbursement claims and payment of those claims to the Cleveland Board of Education can be made on Charts A and B in the Appendix. The length of time ranges from 6 weeks to 28 weeks with the most usual spread being between 7 to 8 weeks. Cash flow problems created by this disparity between claim and payment must be eliminated by initiation of better claim processing methods.

3. The most grievous point of this kind of delay is at the end of the fiscal year, which is December 31st for our Board of Education. The accounting system of the Board if not kept on an accrual basis and therefore all monies due at the end of the fiscal year are classified as deficit. As of December 31, 1975, the delayed reimbursement claimed but not yet paid came to $2,372,000, showing the Food Service Division with that deficit.

4. More prompt payment of submitted claims, two weeks at most, would alleviate many problems. This could only be accomplished by a drastic reorganization of claim processing procedures.

C. ANNUAL REIMBURSEMENT FOR FREE MEALS FROM STATE MATCHING FUNDS

1. State matching funds for reimbursement for free meals are disbursed once a year, after all claims for the whole state for the previous year are processed. If previous years' patterns are typical, the state matching funds for free meals served during the 1975-1976 school year may not be received until October 1976.

2. These funds are provided to subsidize the feeding programs, but are so delayed that the Board of Education must at times borrow money to pay accounts and then pay interest until the reimbursement payments are received. What a wasteful way to have to use taxpayers' money.

Re-evaulation and reorganization of the basic law and of the rules and regulations should be undertaken with great care immediately, to promote improvement in the above areas and many others. The patchwork legislation under which many fine child feeding programs are struggling to operate is grossly out-dated, and encourages the inefficiencies already discussed, as well as many others.

III. COMMODITIES

The law has set up a part of the support of the child feeding programs to be received in the form of "usable" commodities. The commodity program is currently being studied by the General Accounting Office. We hope that the findings of this study be given serious consideration.

We are asking that use of federal monies for commodity purchases provide truly usable commodities, in useful forms, or cash assistance, to each school district, considering regional and ethnic preferences, and in total to equal the amount set each year, regardless of which items are selected or refused by a school district.

SUPPORT FOR THE BREAKFAST PROGRAM

The federal government has acknowledged the serious need of our children for better nutrition. In fact, PL #94-105 states that:

> "the school breakfast program be made available in all schools where it is needed to provide adequate nutrition for all children in attendance."

This is a commendable goal, but the actual application of the law is made most difficult by the lack of practical support of this expendable undertaking.

A. The cash reimbursement provided for breakfast is extremely low - as is the cash cost the student can pay.

B. There must be an adequate budgeted amount of usable commodity or cash assistance made available for the breakfast program. Local school districts cannot absorb the financial burden of this federally mandated program.

IV. FREE SECOND HALF-PINT OF MILK

The intent of the Congress in passing the law which provided for the second half-pint of free milk to children eligible for free lunches was well meant. In practical application there are three problems we face:

A. In effect the consumption of two half-pints of milk may act as a nutritional detriment. In many cases the child drinks both half-pints and does not consume the complete Type A Lunch - promoting excessive plate waste and keeping the child from receiving the full nutritional value of the Type A Lunch.

B. The second half-pint of milk provided to children receiving free lunch is in practice tenuous to administer because in effect the receipt of the free milk identifies the child as a free lunch recipient.

C. In the summer program there is no provision for the second half-pint of milk to be given free. Yet these children are the same ones who are eligible for the extra milk during the school year. They do not understand why or how they may take the extra milk during the school year, and may not take extra milk during the summer program. The personnel administering the summer program are faced with the terrible dilemma of keeping these children from taking extra milk and trying to explain the law.

V. LEGISLATION

In consideration of the information and problems presented, and in view of the thirty years of ammending and revising and patching up the original law to add programs and up-date the Child Nutriton Act of 1946, completely new legislation is essential.

The Congress should initiate a thorough analysis of the operation of all the child feeding programs - school breakfast, school lunch, special milk, summer feeding, and child care centers! This study should be structured to include all aspects of each of the various types of child feeding systems currently in operation, and take into consideration future needs of such programs. Special emphasis should be placed on obtaining information and projections from persons, directly involved in producing and delivering nutritional benefits to our nation's children; and not on lobbying groups.

The results of this analysis should be effectively used to produce a comprehensive, knowledgeable, and above all a practical legislative program which will ensure equitable nutritional benefits to all eligible children. We believe that this new legislation should be designed to provide for more effective administration of funds currently being provided.

Month meals were served	Date claim was submitted	Amount of claim	Date check for claim was rec'd.	Amount of Claim Received	Spread between claim & payment in weeks	Date additional reimbursement for Breakfasts served school year	Amount additional reimbursement for Breakfasts served school year	Date advance payment received	Amount of advance payment received
Sept. 1973	11/6/73	$ 92,113.20	12/10/73	$ 92,113.20	5 wks.				
Oct. 1973	11/15/73	135,834.70	12/27/73	135,834.70	6			10/11/73	$ 120,115.84
Nov. 1973	12/13/73	123,549.45	1/31/74	123,549.45	3				
Dec. 1973	1/8/74	91,850.75	3/6/74	91,850.75	8				
Jan. 1974	2/13/74	111,942.45	4/2/74	111,942.45	7				
Feb. 1974	3/14/74	114,807.65	5/2/74	114,807.65	7				
March 1974	4/10/74	122,232.00	6/3/74	122,232.00	8				
April 1974	5/14/74	98,269.75	7/12/74	38,211.83	8				
May 1974	6/10/74	134,873.80	11/25/74	74,815.90	22				
June 1974	7/19/74	48,567.30	10/3/74	48,567.80	11	11/25/74	$ 535,932.42		
Sept. 1974	10/8/74	138,376.87	2/3/75	137,596.00	17				
Oct. 1974	11/4/74	203,995.13	1/11/75	203,043.06	10			10/4/74	165,651.00
Nov. 1974	12/9/74	158,342.04	2/13/75	156,887.51	9				
Dec. 1974	1/10/75	115,696.49	2/13/75	116,389.31	5				
Jan. 1975	2/10/75	162,483.86	4/14/75	162,483.86	9	4/14/74	17,305.62		
Feb. 1975	3/14/75	161,362.92	5/5/75	161,362.92	7				
March 1975	4/10/75	154,065.68	6/20/75	43,631.68	10				
April 1975	5/9/75	154,638.31	7/10/75	44,204.31	9				
May 1975	6/11/75	181,966.15	10/3/75	71,532.15	16	10/3/74	14,788.69		
June 1975	7/8/75	68,318.62	10/9/75	68,318.52	13				
Sept. 1975	10/10/75	170,660.74	1/12/76	170,651.87	13				
Oct. 1975	11/11/75	206,437.95	1/28/76	206,431.53	11			10/30/75	152,218.18
Nov. 1975	12/9/75	151,819.99							
Dec. 1975	1/8/76	131,103.67							
Jan. 1976	2/10/76	154,499.40							

CHART [illegible] - BREAKFAST PROGRAM

2/24/76

Month Meals were served	Date claim was submitted	Amount of Claim	Date check for claim was rec'd.	Amount of Claim Received	Time* between claim & payment in weeks	Date check received for State Matching	Amount received for State Matching	Date advance payment received	Amount of advance payment received
Sept. 1973	10/29/73	$ 369,258.17	12/17/73	$ 369,258.17	7 wks.	9/4/73 payment for 1972	$ 199,692.00		
Oct. 1973	11/9/73	559,748.85	1/4/74	559,748.85	8			10/11/73	$ 411,167.73
Nov. 1973	12/12/73	538,754.83	1/22/74	538,754.83	6				
Dec. 1973	1/9/74	519,918.49	2/22/74	519,918.49	6				
Jan. 1974	2/19/74	551,288.04	3/19/74	551,288.04	4				
Feb. 1974	3/12/74	577,841.41	4/18/74	577,841.41	5				
March 1974	4/10/74	620,799.58	5/28/74	620,799.58	7				
April 1974	5/14/74	499,450.41	7/8/74	293,866.57	8				
May 1974	6/13/74	674,126.63	8/19/74	476,192.99	9				
June 1974	7/11/74	230,113.00	9/16/74	230,113.00	9	10/3/74	442,369.46		
Sept. 1974	9/10,17,24/74	617,166.48	11/8/74 (est.) 7/14/75	641,517.87 (17,811.42)	6			9/27/74	619,560.20
Oct. 1974	10/1,8,15,22,29	898,919.36	2/7/75 (est.) 5/15/75	641,517.87 269,958.37	14				
Nov. 1974	11/5,12,19,26/74	714,398.60	5/30/75	78,211.95	26				
Dec. 1974	12/3,10,17/74	561,725.00	3/27/75 (est.) 6/23/75	641,517.87 760,255.85	14				
Jan. 1975	1/14,21,28/75	807,329.41	10/30/75	816,728.46	39				
Feb. 1975	2/4,11,18,25/75	799,698.65	5/15/75	805,436.70	11				
March 1975	3/4,11,18,25/75	759,228.35	5/30/75	768,035.26	8				
April 1975	4/1,15,22,29/75	756,165.12	6/23/75	452,572.73	8				
May 1975	5/6,13,20,27/75	868,629.43	7/14/75	562,882.51	7				
June 1975	6/3,10,17/75	310,651.09	10/30/75	313,765.79	19	11/13/75	578,918.82		
Sept. 1975	10/10/75	874,513.86	12/15/75	871,400.94	9			10/22/75	681,114.64
Oct. 1975	11/11/75	1,068,298.30	1/12/76	1,069,944.99	9				
Nov. 1975	12/9/75	788,566.57							
Dec. 1975	1/8/76	688,386.90							
Jan. 1976	2/10/76								

CHART B - LUNCH PROGRAM 2/24/76

CHART C - STATISTICS ON
CLEVELAND PUBLIC SCHOOL
FOOD SERVICE 1973-1975

District CLEVELAND
County CUYAHOGA
State OHIO

	1973	1974	1975
Average Daily Attendance			
Elementary	66,285	62,891	60,546
Secondary	58,780	55,771	53,691
Average Daily Participation			
Paid	11,553	16,155	16,552
Free	36,505	42,928	49,079
Reduced Price	NONE	NONE	2,565
Charge to Child			
Elementary	25¢	30¢	35¢
Secondary	45¢	50¢	55¢
Reduced Price	NONE	NONE	20¢
Attendance Units in Your District			
No. of Schools	187	187	184
Schools in NSLP	117	147	178
A la carte Schools (Lunches also served in these schools)	45	45	45
Schools serving Breakfast	57	57	57
Dollars Received			
Federal Funds	$3,903,191	$4,737,782	$7,128,654
Paid Lunches	166,363	298,060	336,080
Free Lunches	3,534,146	4,333,565	5,996,628
R.P. Lunches	- 0 -	- 0 -	254,563
Milk	202,682	106,157	541,383
State Funds	199,692	442,369	578,919
General Funds	1,650,000	2,100,000	3,000,000
Children's Payments	2,339,051	2,557,786	2,812,217
Market Value of Commodities Received	$8,781,831	$12.376.112	$15.670.767

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

THURSDAY, JUNE 17, 1976

House of Representatives,
Subcommittee on Elementary, Secondary
and Vocational Education of the Committee
on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9 a.m. in room 2175, Rayburn House Office Building Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, Mottl, Quie, Buchanan, and Pressler.

Staff present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel; and Bob Andringa, minority staff director.

Chairman Perkins. The committee will come to order.

Today, the subcommittee is continuing its oversight hearings on child feeding programs, and related programs, principally authorized by the National School Lunch Act, and the Child Nutrition Act.

We began these hearings in Ashland, Ky., on February 20. We will conduct 3 weeks of hearings here in Washington.

Then, we will move to Dade County, Fla. That will be at the end of July. After that, we plan additional hearings both in Washington, and in other locations around the country.

It is the purpose of these hearings to measure the accomplishments of the child feeding programs, and discuss the difficulties which have presented themselves in the program.

I would like to take a moment at the outset to mention the progress that has been made in the development and expansion of these child nutrition programs within the past 10 years.

I believe that this growth has been truly extraordinary. In 1966 the funding level for all of the programs, as authorized under the National School Lunch Act, was $400 million. In fiscal 1976 we have now increased these expenditures to $2.7 billion.

In 1966 there were 18 million children participating in the school lunch program, a million of whom were receiving free and reduced price meals. Presently there are 26.6 million children participating with 11.5 million receiving free and reduced price meals compared with the million back in 1966.

So in the schol lunch program, the results, I think, speak for themselves.

The school breakfast program did not exist 10 years ago. Now not only is it a permanent program, but it serves 2.4 million children.

I wish that the people who write stories in connection with the school lunch program could go through the Appalacian area in the wintertime and in the early spring, when those children are bused before daylight to the consolidation schools which are mostly at the county seat. Some of those children are bused over mountains 30 to 40 miles. They are bused because it was necessary to consolidate the school systems in order for the children to obtain a better education.

It is amazing what a great program this breakfast program has turned out to be in the Appalachian area, which I am thoroughly and completely acquainted with.

I will be driving along, and I will stop at these schools just to observe the true situation.

In 1966 there was no summer food program. Last summer 4.4 million children were participating in the program, all receiving free meals.

I visit these children in these summer feeding programs. I have never personally found anything wrong with the summer feeding program.

I am not here to defend anything that is going on. The purpose of these hearings, the sole purpose, is to strengthen the programs, and pick out the weaknesses in the programs, and see if we cannot do something about it.

These past 10 years clearly reflect the progress that these programs have made. As recently as March of last year, Congress passed Public Law 94-105, the National School Lunch Act and Child Nutrition Act Amendments of 1975. This act further expands and improves these child nutrition programs.

I know that there are a myriad of issues that will arise during these hearings, but in order to provide some focus for our discussions, I would like to pose the following four questions as our major issues:

1. We now have the Department of Agriculture and the States implementing the changes mandated by our amendments of last year. In particular, how has the reduced price provision been implemented, and how have the changes in the summer and child care programs been implemented?

2. To what extent is plate waste a problem in the program? Has the shift of many communities to prepackaged mass-produced meals led to a decline in the quality of the food being offered? How have children's taste for food changed with our school lunch personnel changing the type of food being offered in the program? Have the commodities which are being provided measured up in quality to the nutritional standards set by the Department?

3. Have the prices charged to the children increased in the program throughout the country, and has this resulted in a decline in the number of paying students; or have increased prices meant that more students have gone into the free and reduced price lunch parts of the program?

4. Lastly, what effects would the administration's consolidation of 15 separate programs into a block grant, have on the program locally, and in particular what would be the effects of cutting back by $1 billion in Federal spending as proposed by the administration's block grant proposal?

These are the four major issues, as I see them, in these hearings. I, of course, do not mean to preclude any member of the committee, or any witness from discussing other issues, but I do believe that it would be helpful to focus on these four. I hope that the end result of these hearings will be improvements in the way the Department is administering the program, and possibly an improvement in the legislation itself.

The first witness this morning is Mr. Joseph M. Stewart, Director of Food Services in the District of Columbia Public Schools.

I am delighted to welcome you here, Mr. Stewart. I have met you before. I know something about your program. I was in the District of Columbia several years ago, and held oversight hearings. I visited your school lunchrooms a few years ago.

I am delighted to welcome you here again, Mr. Stewart. We have with you this morning, Ms. Dorothy Van Egmond, director of the Food Service Division of Fairfax County Schools; Ms. Joanne Styer, director of the Food Services for Montgomery County Schools; and Ms. Doris Fuller, State agency supervisor for child care programs.

We will hear from all of you as a panel. I want to welcome you here and we will start with you, Mr. Stewart.

You may proceed in any manner you prefer. Without objection, all prepared statements will be inserted in the record. We do want to hear from you.

[Prepared statement of Joseph M. Stewart follows:]

PREPARED STATEMENT OF JOSEPH M. STEWART, DIRECTOR OF FOOD SERVICES, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mr. Chairman, I am Joseph M. Stewart, Director of Food Services for D.C. Public Schools. My colleagues, seated here, and I wish to thank you for the opportunity to appear before this distinguished committee, to offer testimony on Child Nutrition Programs.

We will speak to you from our personal experiences with these programs. Many of us will speak, not only as program administrators, or managers, but as indirect recipients, in that our children attend schools that participate in these programs.

In testifying before this committee, we wish to provide a complete oversight. We wish to provide you with testimony that will give both the bitter and the sweet aspects of child feeding. To accomplish this goal, may I introduce my colleagues.

1. Ms. Dorothy Van Edgmond, Director of Food Services, Fairfax County, Virginia, will speak on school feeding programs.
2. Ms. JoAnne Styer, Director of Food Services, Montgomery County, Maryland, will also speak on school feeding programs.
3. Ms. Doris Fuller, State Agency Supervisor of Child Care Food Programs, D.C. Public Schools, will speak on Child Care Food Programs.
4. Ms. Louise Baker, State Agency Supervisor and Commodity Distribution Coordinator, D.C. Public Schools, will speak on commodities.
5. Ms. Mary Murray, Principal of Lovejoy Elementary School, D.C. Public Schools, will speak on the importance of these programs in elementary schools.
6. Mr. Gary Geiger, Principal of Francis Junior High School, D.C. Public Schools, will speak on the importance of these programs in high school.
7. Ms. Mildred Brooks, Executive Secretary, Mayor's Commission on Food, Nutrition, and Health, will speak on the importance of Child Feeding Programs to the community.

Mr. Chairman, as the lead witness, I begin my testimony by pointing out some of the problems and weaknesses of Child Nutrition Programs.

First of all, the nation, as a whole, does not understand the importance of these programs. We, as a people, have not recognized that feeding in our schools is as important to the education of our children as textbooks. Most Americans and public educators have not learned the inseparable relationship between nutrition, health, and learning. Therefore, too many local school administrators lack the needed commitment to school feeding programs. Reasons for this lack of commitment may often range from the administrative burden, to outright apathy.

Secondly, there is the administrative burden, at the local level, which often results from both necessary and unnecessary regulatory requirements. A good example is the income eligibility criteria for identifying free and reduced price program recipients. Through this requirement, local administrators must identify children, and then we must act to protect their identity. This, Mr. Chairman, is often a big joke. It forces us to spend thousands and thousands of dollars to print applications; hundreds of hours processing these applications; thousands of dollars on tickets for claims accountability, and thousands of dollars for Armored Car Service. Through this process, we protect the identity of children from everybody, but these children and their peers. The joke is that neither they nor their peers seem to care. This is a problem school administrators never experience when books, pencils, or other materials are given free, to the same children. These things are given free to all children, regardless of income, and until we do the same thing with our lunch program, we will continue to vainlessly incur costs, with no resulting benefit to these children.

Mr. Chairman, the problem which has the potential for being most detrimental is the federal administration of these programs. Too often, there appear to be administrative actions and requirements which are diametrically opposed to the congressional intent of child feeding legislation. Too often, federal requirements handicap the delivery of program benefits by the imposition of unrealistic regulations. These regulations seem to place more importance on methods of proving a child has been fed, rather than encouraging that we feed children. A good example of this federal attitude is the new audit requirement for a two year cycle on each program. The end result, of such a requirement, is that local managers and administrators will be required to spend as much time on audits as they do on planning, directing, organizing, and controlling. A second example of emphasis on proving, rather than encouraging feeding, is the USDA Uniform Accounting Handbook. This book, Mr. Chairman, requires more accounting knowledge than we routinely find at the local and district food service management levels. Where this knowledge does exist, there will be a need for more resources to adequately respond to avoid audit exceptions. The additional resources, when added, will increase indirect cost to these programs. This will case us to use more of our reimbursement for administration, and less for upgrading the direct cost aspects, such as food and labor.

In concluding my statement on problems, I share with you the belief that the best solution to child feeding in this country, for Congress, for federal, state, and local administrators, and most importantly of all, our school children, is a universal free feeding program that is incorporated into the total educational program of our schools. A feeding program that will be provided to school children as freely as we provide them with textbooks.

Now, Mr. Chairman, allow me to speak of the good in Child Feeding Programs. When we say Child Feeding Programs, we generally think of the direct benefits to children; we talk of providing at least one well-balanced meal to children who are malnourished, because of economics. We talk of helping children learn by removing obstacles to learning; such as listlessnes, slowness in comprehension, and behavior problems. We talk about feeding children during summer months, who may be forced to steal to eat, if these programs did not exist. As we talk of these direct benefits, we seldom think of the indirect benefits our country receives in return for feeding its children.

We don't think of the importance of these programs to the economic stability of this country. Without child feeding, I suspect that unemployment could never be brought under 10 percent. Without Child Nutrition Programs, thousands and thousands of food service employees, basically mothers, would be forced on welfare. These families would not only be troubled that their children would not receive a lunch at school, but they would be wondering how to give them one at home. As a taxpayer, I personally prefer that my taxes go into a feeding program, that not only guarantees a child a balanced meal, but, also provides employment for adults. Child Nutrition Programs will always be my choice over having more people on welfare who will not be contributing to the GNP, and who will have no guarantee that their children are being properly fed. Child Nutrition Programs not only provide employment opportunities for those who are directly involved in these programs, but economic benefits are derived by all regions of this country. Benefits are derived by the apple growers of Washington State; the fruit and vegetable growers of California; the beef, milk, and grain farmers of the Mid-West; the orange growers of Florida; the peach growers of

South Carolina; the peanut growers of Georgia; the potato growers of Idaho; the turkey growers of the Shenandoah Valley, and the fishermen of our coastal waters.

These programs not only represent an important market for land and water products, but the movement of these products create jobs in the food processing industry, the transportation industry, the paper industry, and many others. Again, I say without the indirect benefits of child feeding, this country could never get below 10 percent unemployment.

Mr. Chairman, and members of this committee, I say to you, from experience, that these programs are working. The congressional intent, to safeguard the health and well-being of our nation's children, is being carried out. Evidence of the tremendous success of these programs can be seen any school day, in any school, right here in the nation's capital. The D.C. Public School System is known throughout this country, and in other countries, for its success in school feeding programs. We are particularly known for the success of our breakfast program. We serve a higher percent of breakfast per student enrollment than any school system in this country. The D.C. Public School System has long recognized the importance of feeding our children at least one balanced meal per day. Our commitment to these children reaches far beyond the school year. Because of the Special Summer Program, for the past six years, we have supported the Mayor's office in using school facilities to provide meals to the needy children involved in organized summer activities. This program not only gainfully employs hundreds of youths, during their summer vacation, but we feel that it goes a long way toward providing an alternative to an idle summer, which promotes petty street crimes and accidents.

Members of this committee, in recent weeks, we have read much negative news about waste in Child Feeding Programs. Much of this news reflects irresponsible journalism; journalism that combined personal opinions with inconclusive information, and drew nonprofessional conclusions from inexperienced nutritionist activists.

As an example, Mr. Chairman, I will take two statements from the May 16, 1976 issue of the Star. I quote, ". . . Today school breakfast often consists of a gooey, sugary piece of confection called a fortified breakfast cake instead of a plate of eggs and bacon, a meal that sticks to the teeth rather than the ribs . . ." end quote. The fact, Mr. Chairman, is that few established breakfast programs have resorted to fortified cakes. Where this has happened, it has been a result of the desire to have a breakfast program where the resources did not exist for eggs and bacon. If we all served eggs and bacon for breakfast, this article in the Star on May 16, 1976, would have possibly been headed, "School Breakfast Program Cause Antherosclerosis Because of High Cholesterol Content". As a matter of fact, Mr. Chairman, I repeat that the D. C. Public School System has one of the largest breakfast programs in the U.S. I ask that a copy of our breakfast menus be entered into the records to reflect its all-American composition.

A second statement in the Star says, I quote, ". . . The cost in energy, paper, cardboard, plastic, and aluminum that goes into pre-plated lunches is staggering. The waste in food could be considered criminal . . ." end quote. Mr. Chairman, as a result of this statement, I asked two nutritionists from my staff to randomly select two schools in Washington, D. C. satellite pre-plated schools serving the chilled pre-packed meals and two schools representing schools in the city. I wish to share with you the results from one pre-plated school. Here, Mr. Chairman, I have three milk cartons. In the first, I have two meatballs, weighing a total of two ounces; the second carton is half filled with crushed pineapple, and the third carton is one-third filled with applesauce. These three cartons represent the total waste from two hundred pre-plated meals at Amidon School. I offer you these samples as tangible facts, not as my opinion. These samples do not necessarily prove that waste does not exist. An experienced person recognizes that food waste exists wherever food is served, beginning in any American home, and ending at the dining table in the White House. The point I wish to make is that pre-plated feeding cannot be convicted as a waste criminal. The waste criminal in this country is that we are the land of the plenty, that we, as a country, do not appreciate the value of food, and that we do not teach our children good nutrition, and good eating habits. Added to this already bad condition, we get irresponsible journalism that misleads, misinforms, and misguides the public through one-sided reporting, which should be considered criminal. I offer this committee the other printed side of the pre-plated story. I offer, for the records, an article that appeared in the Binghampton, N. Y. Evening Press, on June 7. 1976. This article took the time to quote children who actually eat pre-plated meals. It did not quote a consumer group; a public health nutritionist; a school lunch director with an uncontrolled tongue, or a writer looking for sensationalism. I, again, request that this article be placed in the records.

In conclusion, Mr. Chairman, I have attempted to say to this committee that in spite of irresponsible press and the sometimes undermining administration of these programs, they are indeed working. The present philosophy of feeding children can only be improved by a universal free meal program. I ask this committee, on behalf of the future success of our elementary and secondary education system throughout this country and on behalf of the health and well-being of the youth of this country to protect the health of our children, to protect the future success of public education, and to protect the stability of our economy from instant destruction. Many of us, on the day-to-day battlefield of service, see the administration as the greatest threat to the future of child feeding. We see the block grant as their major weapon; we see balancing the federal budget as their disguise; we call their tactic administrative nibbling, through unrealistic regulatory requirements. We ask you and your committee, Mr. Chairman, to stand steadfast against any block grant attempt. We believe that to balance a budget, by taking food from our school children, will have a severely negative impact on the health and education of children.

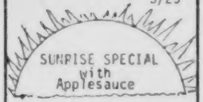
We ask you to stand steadfast, for these programs, in spite of being criticized for your support. We, the so-called "nutribiddies", take pride in our conviction that feeding school children does safeguard their health and well-being. We take pride in the fact that we support programs that reach out to all children in America. If we can be called "nutribiddies" for supporting a program that's compared to motherhood and apple pie, then we affectionately accept this nickname. We believe it is better to be a "nutribiddie", marching to Congress, armed with our conviction to feed children, rather than to be marching for increased military spending and arms to foreign countries, that will put weapons in the hands of these children as they graduate from our high schools.

Mr. Chairman, and members of this committee, I am deeply appreciative for the opportunity to speak before you.

Thank you!

WASHINGTON, DC
March 1976

What's Cooking Today?

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
3/1 Orange Juice Dry Cereal Milk	3/2 Applesauce Open Face Bologna Sandwich Milk 604	3/3 Diced Peaches Biscuit Sausage Link Milk 627	3/4 Orange Juice French Toast Sausage Link Milk 639	3/5 Orange Juice Dry Cereal Milk
3/8 Orange Juice Dry Cereal Milk	3/9 Applesauce Open Face Cheese Sandwich Milk 613	3/10 Orange Juice Waffle Sausage Link Milk 624	3/11 Diced Peaches Biscuit Sausage Link Milk 627	3/12 Orange Juice Dry Cereal Milk
3/15 Orange Juice Dry Cereal Milk	3/16 Orange Juice French Toast Sausage Link Milk 639	3/17 Applesauce Open Face Bologna Sandwich Milk 604	3/18 SUNRISE SPECIAL with Applesauce 601	3/19 Orange Juice Dry Cereal Milk
3/22 Orange Juice Dry Cereal Milk	3/23 Applesauce Open Face Cheese Sandwich Milk 613	3/24 Orange Juice Pancake Sausage Link Milk 618	3/25  SUNRISE SPECIAL with Applesauce 601	3/26 Orange Juice Dry Cereal Milk

DISTRICT OF COLUMBIA PUBLIC SCHOOLS
FOOD SERVICES BRANCH
ELEMENTARY SCHOOLS BREAKFAST MENU
SEPTEMBER 1975- JUNE 1976

MENU DATES	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	MENU NOTES
SEPT. 4-5 SEPT. 29- OCT. 3 OCT. 27-31 NOV. 24-28 DEC. 22-26 JAN. 19-23 FEB. 16-20 MARCH 15-19 APRIL 12-16 MAY 10-14 JUNE 7-11	ORANGE JUICE DRY CEREAL TOAST BUTTER JELLY MILK	CHILLED FRUIT SCRAMLED EGG SAUSAGE LINK-1 BISCIUT BUTTER JELLY MILK	BLENDED JUICE HASH BROWN POTATOES BREAKFAST PATTY PASTRY (SCHOOL MADE) BUTTER JELLY MILK	ORANGE JUICE PANCAKE BROILED SPICED HAM SYRUP BUTTER MILK	ORANGE JUICE DRY CEREAL CINNAMON TOAST BUTTER JELLY MILK	HOILDAYS 1. THURSDAY, NOV. 27 FRIDAY, NOV. 28 2. MONDAY, FEB. 16
SEPT. 8-12 OCT. 6-10 NOV. 3-7 DEC. 1-5 DEC. 29- JAN. 2 JAN. 26-30 FEB. 22-27 MARCH 22-26 APRIL 19-23 MAY 17-21 JUNE 14-15	ORANGE JUICE DRY CEREAL BREAKFAST PATTY TOAST BUTTER JELLY MILK	BLENDED JUICE OVEN FRIED FRENCH TOAST BROILED SPICED HAM BUTTER SYRUP MILK	FRIED APPLES **CREAMY** OATMEAL HARD COOKED EGG MILK	ORANGE JUICE SCRAMBLED EGG w/ MINCED BOLOGNA BISCUIT BUTTER JELLY MILK	ORANGE JUICE DRY CEREAL HASH BROWN POTATOES TOAST BUTTER JELLY MILK	1. WEDNESDAY, DEC. 24 THRU WEDNESDAY, DEC. 31 2. THURSDAY, JAN. 1 AND FRIDAY, JAN. 2 3. WEDNESDAY, MAY 19

MENUS ARE SUBJECT TO CHANGE WITHOUT NOTICE

DISTRICT OF COLUMBIA PUBLIC SCHOOLS
FOOD SERVICES BRANCH
SECONDARY SCHOOLS BREAKFAST MENU
SEPTEMBER, 1975 - JUNE, 1976

MENU DATES	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	MENU NOTES
SEPT. 4-5 SEPT. 29-OCT. 3 OCT. 27-31 NOV. 24-28 DEC. 22-26 JAN. 19-23 FEB. 16-20 MARCH 15-19 APRIL 12-16 MAY 10-14 JUNE 7-11	ORANGE JUICE DRY CEREAL BROILED BOLOGNA TOAST BUTTER JELLY MILK	CHILLED FRUIT SCRAMBLED EGG SAUSAGE LINK - 1 BISCUIT BUTTER JELLY MILK	BLENDED JUICE HASH BROWN POTATOES BREAKFAST PATTY PASTRY (SCHOOL MADE) BUTTER JELLY MILK	ORANGE JUICE PANCAKES BROILED SPICED HAM SYRUP BUTTER MILK	ORANGE JUICE DRY CEREAL HARD COOKED EGG CINNAMON TOAST BUTTER JELLY MILK	HOLIDAYS 1. THURSDAY, NOVEMBER 27 FRIDAY, NOVEMBER, 28 2. MONDAY, FEBRUARY 16
SEPT. 8-12 OCT. 6-10 NOV. 3-7 DEC. 1-5 DEC. 29-JAN. 2 JAN. 26-30 FEB. 22-27 MARCH 22-26 APRIL 19-23 MAY 17-21 JUNE 14-15	ORANGE JUICE DRY CEREAL BREAKFAST PATTY TOAST BUTTER JELLY MILK	BLENDED JUICE OVEN FRIED FRENCH TOAST BROILED SPICED HAM BUTTER SYRUP MILK	FRIED APPLES OATMEAL HARD COOKED EGG MILK	ORANGE JUICE SCRAMBLED EGG w/ MINCED BOLOGNA BISCUIT BUTTER JELLY MILK	ORANGE JUICE DRY CEREAL HASH BROWN POTATOES TOAST BUTTER JELLY MILK	1. WEDNESDAY, DEC. 24 THRU WEDNESDAY, DEC. 31 2. THURSDAY, JANUARY 1 AND FRIDAY, JANUARY 2 3. WEDNESDAY, MAY 19

MENUS ARE SUBJECT TO CHANGE WITHOUT NOTICE

School Meals Not That Bad, Say Students

THE EVENING PRESS
Consumer
12-A BINGHAMTON, N.Y., Evening Press June 7, 1976

By STEVE LOHR

The New York State Consumer Protection Board may not think much of the meal packs offered Binghamton's 3,077 elementary school children, but the youngsters seem to regard them pretty highly.

A three-month investigation by the consumer protection board, released last week, charged that meal packs were "a TV dinner-type concoction whose components include meat portions that are lifeless and sodden, vegetables that lack color and taste and gravies that look like gray paste."

The report also said meal packs often contain servings that are too small, short on nutrition, tasteless and regularly are thrown out uneaten.

During its three-month investigation, the consumer protection board found meal packs were used in New York City, Buffalo and Lake Placid as well as Binghamton.

The producers, local food service people and school administrators disputed those charges, saying that meal packs met nutrition and quantity requirements, prompted few complaints and were relatively inexpensive. Gerald J. Demaree, assistant superintendent for business for the Binghamton City School District, noted that 70 per cent of the elementary school lunches are served free. "My personal opinion is that this is a great service to the kids of this city," said Demaree.

What's more, the local people reported that the consumer protection board only called to check the size of their meal pack program and the name of their supplier. The investigators did no first-hand testing in Binghamton, though the same company that produces the ready-made packs for Binghamton also supplies them to Manhattan, Queens and part of Brooklyn — where on-site testing was done.

Last Friday, Robert A. Kennedy, a sturdy 11-year-old sixth grader at the Theodore Roosevelt Elementary School, said he thought the ready-made lunches were "pretty good."

Kennedy's foil-lined tray had long since been emptied of the day's meal, pizza. He was just finishing off a banana, which was part of the standard meal, and three chocolate-iced doughnuts were stacked next to his tray.

He paid 10 cents extra for each doughnut, which are not part of the basic meal. The basic lunch — for students who pay for it — costs 50 cents.

The basic Type A meal, mandated by the Federal Government, includes a two-ounce serving of lean meat or another protein source, three-fourths of a cup of vegetables or fruit, one slice of enriched bread or another kind of cereal and one teaspoon of butter or fortified margarine.

According to conversations with a dozen or so youngsters at Roosevelt, pizza is the favorite meal pack entree. Hot dogs, hamburgers and chicken rank among the favored dishes, said the young people. The fish meal pack was named most often as the meal they disliked.

Though Mass Feeding Corp., the nation's largest producer of meal packs and the supplier for the Binghamton schools, has 85 different meals, most schools use only about 15 varieties. "Children are a lot like their parents in that respect. They learn to like a few dishes and often won't try something that's unfamiliar," Thomas F. Harwood, president of Mass Feeding, an Elk Grove Village, Ill. based firm, said last Friday during a telephone interview.

"And our interest doesn't stop once the meals are delivered to the schools. We've got a responsibility to do the most we can to make sure the meals are eaten," Harwood added.

Like most of his peers, Jeff Rogers, a 9-year-old fourth grader, said pizza was the best meal pack offering. During the past half-hour, Rogers, who says he weighs 65 pounds, had eaten the entire pizza meal plus two bananas, a couple of cookies and drunk a carton of milk.

With few exceptions, the other student comments were similar. Richard C. Haycock, an 11-year-old fifth grader, judged the over-all lunch program as "good, yeah I think it's pretty good."

Robin A. Shuford, a 9-year-old third grader, agreed though she would like to see an "end to green peas and those long green things," which she eventually decided were string beans. Terry L. Wagstaff, a 10-year-old third grader, said she liked the meals but wished the school would stop serving "busghetti."

More than 1,800 meals were served last Friday, above the average daily rate of 1,700. The fewest children participate in the meal pack program on days that fish is served, when the total drops to about 1,500, according to Paul R. Pasquale, food service director for the Binghamton schools.

Of the 500 students at Roosevelt, about 400 regularly eat lunch at school. The others go home. Of the 400 who eat in the school cafeteria, roughly 325 eat meal packs and the rest bring cold meals packed at home.

Pasquale said that the portion of students eating the meal packs at the city's seven other elementary schools is about the same. MacArthur School doesn't serve the ready-made meals to its elementary students because that school has a complete kitchen to serve its junior high school children. The meal packs aren't approved for the older children.

"For a good part of these kids, this is as good a meal as they get all day," said Pasquale. "And I think that for Binghamton the meal packs are the best way possible. Most of the schools aren't too well equipped and with this program we don't have to have a large staff or expensive kitchens."

In fact, three years ago when the Binghamton elementary schools began the ready-made meal program the school system was able to cut its food service staff from 66 to 33. The cost for this year's contract with Mass Feeding is 42.5 cents a meal, for an estimated $125,000, reports the school district's business office.

The consumer protection board's report sharply criticized the lax inspection of meal packs. Though Mass Feeding, like all food makers, has its products checked at the factory by U.S. Department of Agriculture and Food and Drug Administration testers, the consumer board said the meals should also be checked where they are served.

In New York City at least one batch of meal packs was contaminated with bacteria. "The lack of basic testing for sanitation was one of the things that really shocked us. Restaurant foods are now tested at the point of service for bacteria, weight and nutrition. The same method should be used for school lunches," said a spokesman for the consumer protection board.

Pasquale replied, "I couldn't agree with that more. I'd love to have the Health Department come in here and inspect our operations. It would help us make sure we're doing everything correctly, doing the best job we can. And that's what we're here for — to give those kids that come through that line the best meal we can."

The pizza meal pack, which is the students' favorite

Press Photos by [illegible]

Margaret A. Smith, food service manager for Binghamton's elementary schools, serving students at Theodore Roosevelt Elementary School. The students are Sallie Anne French, left, Thomas J. Oakley, Christine J. Gaffney and William B. Alderson.

STATEMENT OF JOSEPH M. STEWART, DIRECTOR, FOOD SERVICES, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mr. **STEWART**. Thank you very much, Chairman Perkins.

I wish to express my appreciation and that of us who are testifying here this morning for having been invited to appear before this committee in an effort to provide you with an oversight on the child nutrition programs.

We have attempted to bring individuals in for this hearing who will give you some oversight from the different angles, from the county school system, from the urban school system in Washington, D.C., from the local school administrators, and also from the program supervision viewpoint.

To begin my testimony, Mr. Chairman, I would like to point out some of the weaknesses in the child nutrition programs.

First of all, the Nation as a whole, I believe, does not understand the importance of these programs. We, as a people, have not recognized that feeding in our schools is as important to the education of our children as the textbooks we have in our classrooms.

Most Americans and public educators have not learned the inseparable relationship between nutrition, health, and learning. Therefore, too many local school administrators lack the needed commitment to school feeding programs. Reasons for this lack of commitment may often range from the administrative burden, to outright apathy on the part of the local jurisdictions.

Secondly, there would be some of the administrative burdens in the program at the local level.

Chairman **PERKINS**. I want to comment right at that point.

It is really hurtful to me, as many years as we have had this school lunch program in existence that so many of the administrators and classroom teachers do not recognize the importance of the school lunch program.

To my way of thinking, I agree wholeheartedly with you. It is just as important as any other subject matter that may be taught within the particular school system. So many of our teachers and principals, and administrators in different sections of the country, have not shown the interest in this program that they should have.

They just have not realized the results that have been obtained from the program, and that it is just as important as other subject matters. I share that feeling and that concern that you have expressed. I did not just want to interrupt you.

Mr. **STEWART**. Thank you, Mr. Chairman.

I go back to the old cliche, "The best way to a man's heart is through his stomach." Yet we have not learned that the best way to a child's mind is through his stomach as well.

A good example of the administrative burdens that we might talk in terms of, that might have a negative impact on the program, would be the income eligibility criteria. We don't think that it is necessary.

We know which children should be receiving a free meal, but at the same time the requirement is that we identify these children. Then we have to go through all sorts of gyrations in order to protect identity. Quite often it turns out to be a big joke. The children for whom we are putting forth such an effort to protect their identity, don't seem to care in the first place. Both they and their peers recognize who is and who is not on the program, and they seem to have no reaction to that at all.

This process forces us to spend thousands and thousands of dollars to print a free lunch application, and hundreds of hours to process these applications.

Chairman PERKINS. You are complaining about the regulations put out by the Department of Agriculture.

Mr. STEWART. Yes. We spend thousands of hours to process those applications. We spend lots of funds to process the tickets, to provide for claim accountability. The net end result is that we have not really protected the identity of those children from those children who are seated next to one another in class on a daily basis.

My intent was to point to some of the minor problems in the program. I think that a potential problem that would be most detrimental to the program would be the Federal administration of these programs. Too often, I believe, administrative actions and requirements are diametrically opposed to the congressional intent of child feeding programs.

The regulations sometime tend to handicap the delivery of service and place more emphasis on proving that a child has been served rather than encouraging that children be served. The end result of this is that local administrators and managers are required to spend an excessive amount of time in the program, to respond to the administrative requirements, when they could be emphasizing the importance of these programs to children.

A second example of impeding rather than encouraging is the USDA uniform accounting handbook. We in school lunch recognize that it is important that we have accountability in these programs, and that we know what the programs cost, so that we can weigh the benefits of the programs against the cost of the programs.

At the same time, many of the requirements levy knowledge and expertise on the local administrators that do not necessarily exist at that level. Where it does exist, it is not there in adequate amount to respond.

Quite often, in order to get the additional resources and to respond, we incur additional administrative costs. As we incur additional administrative costs, these costs are quite often taken out of the reimbursement that could be going into the direct cost elements of the program, to increase the quality of the food and service to our children.

In concluding my statement on problems, I wish to share with you, however, the belief that the best solution to child feeding in this country, for the Federal, State and local administrators, and most importantly of all for our children, is a universal free food program, a program that is provided freely to the children just as we provide them with the textbooks and pencils that are an important part of our educational programs.

Mr. Chairman, allow me to speak to the good of the child feeding programs. When we speak of the good in child feeding programs, we think of the direct benefits to children. We talk of providing at least one good balanced meal per day to children who may be deprived of a well balanced meal for economic reasons.

We seldom talk about the indirect benefits of these programs. We don't think of the importance of these programs to the economic stability of this country. Without child feeding, I suspect that unemployment in the United States could never get below 10 percent. Without child nutrition programs, thousands and thousands of food service employees, basically modest, would be forced to the welfare lines.

These families would not only be troubled that their children would not be receiving a lunch at school, but they would be wondering how to give them one at home. Personally, as a taxpayer, I would rather see my money go into child nutrition that will guarantee that a child is getting a well-balanced meal, rather than going into welfare where people will be making no contribution to the gross national product of this country. At the same time, they would have no guarantee that their children will receive a well-balanced meal.

Child feeding programs not only provide employment opportunities for those who are directly involved in these programs, but economic benefits are derived by all regions of this country.

Benefits are derived by the apple growers of Washington State, the fruit and vegetable growers of California, the beef, milk, and grain farmers of the Midwest, the orange growers of Florida, the peach growers of South Carolina, and the peanut growers of Georgia, the potato growers of Idaho, the turkey growers of the Shenandoah Valley, and the fishermen of our coastal waters.

These programs not only represent an important market for land and sea products, but the movement of these products creates jobs in the food processing industry, the paper industry, and many others. Again, I say that because of these reasons, without the indirect benefits of these programs, it would never allow this county to reach an unemployment situation below 10 percent.

In recent weeks, Mr. Chairman, we have had much negative news in the newspapers locally and in New York about the waste in child feeding programs. Much of this news, in my opinion, reflects irresponsible journalism, journalism that combines personal opinion with inconclusive information, and drew nonprofessional conclusions from inexperienced activists.

As an example, Mr. Chairman, I will share with you two statements from the May 16, 1976, issue of the Star, and I quote:

> Today school breakfast often consists of a gooey, sugary piece of confection called a fortified breakfast cake instead of a plate of eggs and bacon, a meal that sticks to the teeth rather than the ribs.

The fact is, Mr. Chairman, that few established breakfast programs have resorted to fortified cakes. Where this has happened, it has been a result of the desire to have a breakfast program where the resources did not exist for eggs and bacon.

If we all served eggs and bacon for breakfast, this article in the Star of May 16, 1976, would have possibly been headed:

> School breakfast program causes arteriosclerosis because of high cholesterol content.

As a matter of fact, Mr. Chairman, I repeat that the D.C. Public School System has one of the largest breakfast programs in the United States, and I ask at this time that a copy of our breakfast menu be entered into the record to reflect its all-American composition.

Chairman **Perkins**. If you will distribute those menus for the benefit of the members of the committee at this time.

Mr. **Stewart**. Monday, March 1: Orange juice, dry cereal, and milk.

Tuesday, March 2: Applesauce, open face bologna sandwich and milk.

Wednesday, March 3: Diced peaches, biscuit, sausage link, and milk.

Thursday, March 4: Orange juice, French Toast, sausage link and milk.

Friday, March 5: Orange juice, dry cereal and milk.

Our sequence is, Mr. Chairman, that on Mondays and Fridays, we serve a balanced cold breakfast, and on Tuesday, Wednesday, and Thursday, our breakfast is a hot breakfast. That is true, Mr. Chairman, both in our cafeteria schools and our satellite schools. We have a hot breakfast program in our satellite schools.

A second statement in the Star says, and I quote:

> The cost in energy, paper, cardboard, plastic, and aluminum that goes into preplated lunches is staggering. The waste in food could be considered criminal.

Mr. Chairman, as a result of this statement, I asked two nutritionists from my staff to randomly select two schools, two schools serving the chilled-packed lunches, and two schools presenting the cafeteria preparation.

I wish to share with you the results from the preplated schools. From Amidon School in Southwest Washington, from 200 meals on two consecutive days, we collected three milk cartons. In those milk cartons we had two meatballs, weighing a total of two ounces each. One milk carton was one-half filled with crushed pineapple. The third milk carton was one-third filled with applesauce.

I am not intending to say, in giving you these examples, that waste does not exist, but I am intending to say that the preplated meal cannot be convicted as a waste criminal. The waste criminal in this country is America itself, in that we are the land of plenty, and we have not taught our children good nutrition and good eating habits.

We cannot cite any facet of a school lunch program as being the greatest criminal in this instance. Those of us who have eaten around, recognize that we waste in the American home, and this can extend all the way up to the dining table in the White House.

In conclusion, Mr. Chairman, I have attempted to say to this committee that in spite of irresponsible press and the sometimes undermining administration of these programs, they are indeed working.

The present philosophy of feeding children can only be improved by a universal free meal program.

I ask this committee, on behalf of the future success of our elementary and secondary education systems throughout this country, and on behalf of the health and well-being of the youth of this country, to protect the health of our children, to protect the future success of public education and to protect the stability of our economy from instant destruction, to stand steadfast against any block grant attempt on the child nutrition programs.

Stand fast against any administrative tactics to nibble away at these programs through unrealistic regulatory requirements that point directly to a block grant concept. We ask you to stand steadfast for these programs, in spite of being criticized for your support.

We, the so-called nutribiddies, take pride in our conviction that feeding schoolchildren does safeguard their health and well-being. We take pride in the fact that we support programs that reach out to all children in America. We, the so-called nutribiddies, take pride in programs that can be compared to motherhood and apple pie. For that reason, we affectionately accept that nickname, because we believe that it is better to be a nutribiddy marching to Congress with our conviction to feeding children, rather than to be marching to Congress asking for increased military spending and arms for foreign countries that will put weapons in the hands of these children as they graduate from our high schools.

Mr. Chairman, I would like to thank you and the committee for the opportunity to speak before you.

Our next witness will be Ms. Joanne Styers, director of food services for Montgomery County schools.

Chairman PERKINS. Let me speak for a moment. I would like to ask Congressman Quie if it is agreeable with him, before we interrogate Mr. Stewart, to go ahead with the panel in order to conserve time.

Mr. QUIE. It is agreeable with me, and will save time.

Chairman PERKINS. All right, go ahead, Ms. Styers.

Ms. VAN EGMOND. I am Dorothy Van Egmond, and I think that I am the next speaker on the agenda.

Chairman PERKINS. Go ahead, Mrs. Van Egmond.

STATEMENT OF DOROTHY VAN EGMOND, DIRECTOR, FOOD SERVICE DIVISION, FAIRFAX COUNTY PUBLIC SCHOOLS

Ms. VAN EGMOND. It is with much pleasure that I take this opportunity to tell you about some of the accomplishments of Fairfax County's 1,125 food service employees this year in providing an average of 63,000 students nutritious lunches daily, providing parts of a lunch to 43,000 other students, preparing and serving two title VII senior nutrition programs, catering to 19 nonprofit day care centers.

We are a part of our education program, entering into nutrition education and vocational education with 60 to 70 students from vocational programs and local college programs using our facilities and management as learning experiences.

We have actively entered into the Bicentennial celebration, serving in bonnets and long dresses the foods known to our forefathers and mothers.

Problems—yes, we have some. The greatest problem I see is caused by the negative press we have received. I regret that our newspapers prefer to front page a negative story on school lunch when there are so many stories to be told of how the school lunch program has done more toward eliminating malnutrition in this country than any other program.

Teachers have no memory of how it is to try to teach a hungry child in schools where the school lunch program is inexistent. Diseases of 30 years ago due to nutritional deficiencies are almost unheard of today.

This does not make a story for the front page, nor does the child who is happy with his lunch of a school-made pizza, a garden green salad, a chilled fruit cup, a ginger cookie, and milk.

The second problem is that of plate waste. However, too much emphasis has been placed on school lunch plate waste. We have little plate waste among our high school and intermediate school students. The plate waste among our elementary children is not unlike that in our homes in the evening.

Any of us with elementary age children will probably agree the appetites and likes are often unpredictable, easily distracted with a hint of "let's go and play."

The plate waste, in part, is a result of our times. Our children have not known what poverty is in most parts.

Most mothers today consider their dinner a success with elementary age children if 75 percent is eaten, and that corresponds with many of the school lunch programs surveyed by the U.S. Department of Agriculture recently.

The school lunch program has been made to look like the greatest program of waste in existence. I do hope that this was not Mr. Goodling's intention when this was mentioned.

Food service people across the country have responded, as we have, to try to decrease the waste. We are offering two menus a day in elementary schools, and we are offering a minimum of three menus from which children can choose in our intermediate and high schools.

The third problem for us is one of commodities. Our food needs, for a system of our size, need to be projected 6 weeks ahead. This is difficult for us to work with when we have so little notice that the commodities have arrived.

Sometimes we are surprised, when we do receive commodities at the time that we receive them. When you get 38,000 pounds of ground beef, you have to do something with it mighty fast, because you have 24 hours in which to get it off the train.

Surely these purchases could be planned and better planned than they are today, and better delivered. We will receive $1.3 million worth of commodities this school year, with nearly 45 percent of that received after March 1.

Just last Friday, we received 51,645 pounds of ground beef, and our last serving day was yesterday. Sure, we will make good use of that meat, but it is going to take some tended freezer space over the summer to get it ready for next September.

It is almost as if someone is trying to sabotage the commodity program, which I see as a good stabilizer to this country's economy.

As long as nature cannot be completely controlled by man, we are going to have abundances. It is for certain that our program offers a ready way to free the country of some abundance that otherwise probably would not sell well on our world market.

The problems that I have listed. I think, are correctable.

1. A concerted effort to improve the image of school lunch, and promote the good of the programs. There is no other program where 5 cents does so much. The taxpayers' 5 cents is doing a lot for the children in our program.

2. Establishing nutrition education as a part of every student's curriculum, starting early to teach good nutrition. This will help eliminate plate waste.

3. Establish better purchasing and delivery practices for the commodities.

Last of all, I wish to beg you, do not let them pull the rug from under us with the block grant. It would destroy our program in Fairfax County, since only 8.5 percent of our meals are free and reduced.

It would result in 500 to 600 people losing their jobs. Our lunches cost 87.5 cents to prepare and serve. We are known as a rich county, however our recent price increase indicated that parents are not ready and/or able to pay 90 cents for lunch.

When we raised the price of the lunch in February from 40 cents to 50 cents in elementary schools and 50 cents to 60 cents in intermediate and high schools, we lost 8,700 students from the program.

If we are able to maintain that price next year, which we think we can, we will overcome that loss, I am sure, but it is going to take a concerted effort on our part.

Thank you, sir, for this opportunity to attempt to project a good image of school lunch, and to give you some problems that I see as being very correctable ones.

Chairman PERKINS. Thank you very much, Ms. Van Egmond.

The next witness is Ms. Joanne Styer, director of food services for Montgomery County.

[Prepared statement of Joanne Styer follows:]

PREPARED STATEMENT OF MRS. JOANNE L. STYER, DIRECTOR, FOOD SERVICE, MONTGOMERY COUNTY PUBLIC SCHOOLS, ROCKVILLE, MD.

I. INFORMATION AND BACKGROUND

Montgomery County School Food Service operates food service programs in each of the county's 205 elementary, secondary, and special education schools, an outdoor environmental education center, and an educational services center for administrative personnel. An average of 45,000 Type A student lunches, of which approximately 7,300 are free or reduced prices, are served each day. Breakfast programs are offered in 62 schools with an average 2,300 students participating daily.

In spite of a declining student enrollment, the growth of the school feeding programs has been significant over the past several years with an increase in lunch participation of 12%–15% annually. The program's operating budget for this year was in excess of 10.3 million dollars. Food and supply purchases alone totaled 5.2 million dollars and salary costs amounted to 4.4 million dollars. Since the county's school food service program must be operated on a "self-supporting" basis, it is necessary to generate approximately $50,000 a day in revenue to cover program expenses.

The Montgomery County Public School system with a student enrollment of 119,500 ranks 17th in size nationally and covers an area of 500 square miles. Due to the size and vast territory involved, the county's food service program is subject to transportation problems. Local distributors, reacting to the energy crisis, have severely limited the number of deliveries that will be made to individual schools. Other demands include increasingly greater "lag" periods between the times orders are placed and when deliveries are made and the initiation of minimum order requirements regardless of the size of the school.

Vendor demands in turn cause serious storage problems when commodity shipments are received. These difficulties are further enhanced since most items are purchased through a competitive bid system as a result of County and State laws. Because of the uncertainty of economic conditions, suppliers are reluctant to enter any contract except short term bids. All of these considerations, of course, have a significant effect on the expenditures incurred by the food service program.

II. GOALS AND METHODS OF ATTAINMENT

The overall goal of the MCPS feeding program is to provide nutritionally adequate, educationally and financially sound food service that is effectively and efficiently administered—to paraphrase, quality food service. In order to achieve this goal, Montgomery County School Food Service staff has designed its program around these specific priority areas—food quality and nutritional value, price to students, nutrition education support programs, student input and feedback mechanisms, and the integration of school food service with other community services.

To insure food quality and maximum nutritional value, all food specifications are carefully reviewed and rewritten as necessary. All specifications meet ENS approval and only the highest quality for the intended uses are specified. All purchased products are tested in the food service test kitchen and if acceptable are subsequently tested by students in selected school cafeterias before being approved for use. In addition, the Montgomery County testing program includes recipe development and similar testing procedures for school-prepared items.

Employee training in food preparation is also an important component in maintaining food quality and nutritional value. Special workshops developed by a staff training officer and nutritionist have allowed employees to upgrade their technical skills. Personnel also have an opportunity to become certified or receive an A.A. degree through the Montgomery College Food Service Program. In addition, one course of this program (either a Basic or Advanced Food Preparation course) is required for employees' eligibility for promotional opportunities. The employees are able to attend the courses tuition-free and they receive college credit upon completion. Furthermore, each operation is regularly inspected not only by the food service supervisory staff but also by the Montgomery County Environmental Protection Agency. The overall excellence in ratings of the health inspectors' reports attests to the effectiveness of Montgomery County's self-monitoring program.

Because the nutrient consumption levels of school students is an area of increasing concern, Montgomery County has emphasized Type A lunches in elementary and junior high schools by limiting a la carte sales and eliminating the sale of "non-nutritious" snack-type items in conjunction with the food service program. To augument this move, choices of Type A lunches are presently being offered in most secondary schools and somewhat more limited in elementary schools where labor permits. The County hopes to expand this concept but difficulties involving labor costs and production estimates must be overcome. In senior high schools, nutritious a la carte foods as well as Type A lunches are emphasized. Soft drinks have not been available for some time as part of the school feeding program.

All of these activities and efforts are made possible only through the leadership of a professionally trained staff of experts in the fields of foods and nutrition and institutional management. Montgomery County's food service administrative and supervisory staff consists of 9 persons qualified as registered dietitians, nutrionists, or home economists.

The second area of priority concern is that of providing a quality and nutritious meal at the lowest possible price to the student. In 1972 and 1973, Montgomery County School Food Service in conjunction with the MCPS Department of Research conducted a study to determine the effect of meal price on student participation in the school feeding program. The study was initiated by a recommendation of the Montgomery County Board of Education Advisory Committee on School Food Service to provide a local subsidy to enable a lowering of the price of the school lunch to 35 cents. Results of the study showed a 17% increase in participation among students charged the lower price. Related USDA studies have also indicated that children of moderate income families are either being priced out of school feeding programs or being forced to limit the number of times they can participate. The significance of this trend is overwhelming when one considers the role of adequate nutrition, with school lunch playing an important part, in overall mental and physical development combined with the fact that any child regardless of economic background is prey to inadequate nutrition.

All of these factors verify the need to provide school lunches at the lowest possible price to the student.

Even though the 1972-73 study provided conclusive evidence as to importance of the price structure in Montgomery County, local funds have never been made available to subsidize the county's school feeding program. In addition, the "self-supporting" aspects of Montgomery County's program add to the difficulties in maintaining an affordable price structure.

Seventy-five percent of all revenue generated within the school lunch program is from customer sales; federal and state reimbursement account for 23% and 2% respectively. Eighty-four percent of all lunches served are paid; 16% are free and reduced price meals. Since local guidelines require that the program not operate at a deficit, income must match expenses. Not only do operation expenditures include the obvious food, supply, and salary costs but also items such as fringe benefits, i.e. leave, holidays, training, employer share of social security, workman's compensation, retirement, maintenance costs, equipment replacement, storage costs for commodity foods, and travel expenses—again, most of which must be covered by customer sales. Therefore, the price of the lunch must be structured to generate adequate income to cover these costs. Price structuring itself is not an easy process. The lack of economic stability makes it difficult to establish a price structure that will guarantee a "break-even" financial operation. Short term bids, mentioned before, and escalator clauses provided in bids result in price changes on almost a monthly basis. Cost projections are also hampered by the uncertainty involved with commodity distribution. For example, delays in distribution, commodities received at the end of a school year, or receipt of items that are not components of the Type A pattern (such as rice) all tend to affect cost projections compared to actual cost incurred.

In spite of the complexities of the pricing issue, measures can and have been taken to counter these factors. One solution is to hold the line on costs by increasing productivity, i.e. utilizing less labor yet achieve greater levels of production. This is being achieved through employee training workshops, the use of carefully selected convenience food items (i.e. frozen, canned), and the development of an alternative, preplated food delivery system which will be discussed in more detail later.

These labor savings measures are augmented with efforts to increase student participation, thus generating additional income. Over the past few years, efforts in this area have resulted in a 12%–15% participation increase each year. This increase is largely a result of menu modifications and the continual expansion of Type A choices offered in each school on a daily basis. As a result of periodic student surveys and observations menus are now planned to repeat the most popular food items and frequently promote new and ethnic foods on a special occasion basis. This approach was originally tested in a total of 32 schools and proved effective. Both of these concepts—popularity and choice—have shown an added benefit in helping to reduce plate waste.

Realizing that any efforts to increase student participation and improve student nutrient consumption levels must be supplemented with basic nutrition education, a third priority area in Montgomery County school lunch operations is that of developing supportive nutrition education programs. School Food Services staff has been actively involved in the county's K–12 nutrition curriculum. A summer course for teachers, "Teaching Nutrition in the Elementary Classroom", is taught by school food service's nutrition education specialist. Menus for Head Start groups have been deevloped to provide learning experiences when eating, and a special nutrition unit is under development for the county's outdoor environmental education center. In addition to these specific activities, all school lunch administrative and supervisory staff are qualified and available as resource personnel to assist cafeteria managers, classroom teachers, PTA and community groups in developing nutrition components for special lessons, programs, or student orientation sessions.

The introduction of ethnic and cultural foods is another avenue used to provide nutrition information. Working with the school system's Department of Human Relations, activity projects, lesson plans, and background information are developed and sent to each school in conjunction with ethnic holiday observances.

Special menus are planned to coincide with the observance and appropriate food items are featured when possible. Community groups are consulted and their involvement encouraged. This past year, for example, special menus and recipes were developed for American Indian Week with the help of the Montgomery County American Indian Council and for Hanukkah with the local Jewish Council. Inspired by the nation's bicentennial celebration, school food service initiated the first school-wide observance of General Richard Montgomery's Birthday, Montgomery County's namesake. Other observances have included Cinio de Mayo, Black History Week, Chinese New Year and various Bicentennial themes—all accompanied by some nutritional and historical information for classroom use.

No school food service operation can be successful without open lines of communication to its customers—the students. It is for this reason that a fourth priority area in Montgomery County is to cultivate student input and feedback mechanisms. Analysis of participation statistics and field supervisor contacts with students as well as managers, principals, and parents are routine. Manager-student food committees and food surveys are encouraged. Every school has a trained school food service employee present during serving times to answer any questions, deal with any problems that might arise. In addition to these mechanisms, a Board of Education Advisory Committee consisting of 5 community members, 5 students, and 5 school system staff periodically review school food service programs, visit schools, and make recommendations.

One final priority area is that of integrating school food service with other areas of community concern. Montgomery County citizens are starting to realize that schools can play an important role in community affairs. Schools are no longer a limited-use structure for children only. Increasingly, elderly and preschool programs utilize schools. Their participants need food service, so consequently school food service is called upon more and more to provide this service.

For example, senior citizens are permitted to buy lunches for 85 cents at school cafeterias. Additionally, local, state, and federal agencies sponsor a variety of programs such as Title VII and RSVP. The programs operate in a variety of ways. In all, approximately 400 senior citizens are provided with lunches daily from school cafeterias on a year-round basis. The Montgomery County school feeding program is ideally suited to provide these supplemental feeding services for the community since they have the facility, the technical knowledge, and trained staff. As a result, the county benefits by avoiding duplication of administrative costs for the nutritional aspects of their programs. These savings can then be turned back into the various programs, enabling more persons to participate.

Summer feeding is another area of school food service involvement in the community. Significant advances have been made by the Maryland State Legislature in providing food programs for low income children during those months when schools traditionally are not in session. Working with a wide range of local agencies and community groups, Montgomery County now has 41 certified summer feeding sites and school food service personnel prepare and deliver these meals. Also, for the first time this year, the lunch program will be extended to 12 senior high schools and 2 junior high schools offering regular summer school programs.

III. IMPLEMENTATION

Montgomery County School Food Services operates its school and supplementary feeding programs utilizing a combination of on-site and preplated food delivery systems.

During the post-war baby boom of the 50's, the Montgomery County school system experienced a rapid increase in student enrollment. To meet this need new schools were built, as many as 24 in a 3-year period. The priority was to provide classroom space for every child and as a result, support services such as the kitchen facilities were of minimum size and sparsely equipped if provided at all.

Now in the 70's the Montgomery County Public School system is experiencing a reversal of this trend with student enrollments dropping. Even though the enrollment has been declining over the past several years it has only been recently that fiscal crisis has provided the impetus needed to lead to the success of the elected Board of Education in closing 8 underutilized schools in the southern part of the county. Currently another 14 schools are under study for closure for the following year.

The county's school food service program is a centralized system and is directed by a professionally trained staff of experts in the field of foods and nutrition and institutional management. Operating as a team, they plan and coordinate the activities of 205 feeding sites. Of 205 schools, 143 have on-site preparation and 62 are satellites. The task of the food service staff to provide a nutritionally adequate, educationally, and financially sound food service program has proven a most formidable task since coincidentally with the declining enrollment, the food service has experienced the effects of rapidly spiralling food, supplies, and labor costs.

Previously, the self-supporting food service program had experienced an operational deficit. Several efforts to get additional local subsidy for the program were unsuccessful. Past experience had demonstrated that increasing the price of the lunch to students has a direct adverse impact on the rate of student participation in the feeding program and tended to further "drive out" moderate income children. It became obvious that since the only real cost factors that could be affected was through payroll savings and since increased productivity at on-site operations was limited, the only real solution was to explore satellite feeding programs.

Bulk satellite and the preplated satellite systems were evaluated simultaneously for their relative merits. After two years it was determined that the savings in labor and food costs through effective controls were far greater in a preplated system. Further, the longer the length of time the food had to be held at 145°-150° in the bulk system the greater the loss of nutrients and quality. Monitoring the holding of food at safe temperature during stages of preparation, transporting, and serving in the bulk system was difficult. Another consideration was the additional expense required to purchase adequate transport equipment.

Having made the decision to develop a preplated system, continuous efforts have since been made to make this program as comparable in quality and variety as possible to the food service provided in the on-site cafeterias. Purchased products for the preplated system are carefully selected and tested through a non-bid system and supplement the cold portion of the lunch which has always been entirely prepared in on-site kitchens. As the preplated system has been expanded over the past several years, Montgomery County has been developing its own hot pack production centers within the school system to further insure comparability and cost advantages. Presently, approximately 95% of the foods used in Montgomery County's preplated system are prepared within the system. Furthermore, with the opening of our new production center by midyear all of the food for the preplated system will be prepared in our production centers.

The desirability of this system will be enhanced through extensive recipe testing and the development of innovative production procedures such as the rapid-chill system. This system which will supplement present procedures is currently being tested for nutritional and bacteriological quality as well as overall acceptability.

The preplated system is carefully monitored with student feedback and plate waste observations playing important roles in determining the menus offered and products approved.

The initiation of the preplated system approximately four years ago combined with increased productivity achieved at on-site operations has resulted in a reduction of 146 full time equivalent cafeteria positions over this period of time. This translated in cost savings for salary alone (excluding probable cost advantages in delivery consolidation, etc.) amounts to over $1,500,000. Of this, approximately $769,500 can be attributed to savings derived through the preplated system but not at the expense of employee lay-offs or forced terminations. The system's expansion has been gradual and accomplished entirely through attrition. These savings have allowed the price of lunch to students to remain relatively stable over the past several years and yet the accumulated operating deficit for the school food services has been absorbed and the program is now financially sound.

In spite of these achievements Montgomery County's School Food Service must keep in constant touch and adapt with the changing needs of the county's students. Regardless of the type delivery system used, every effort is made to be flexible, responding to the needs of individual schools as much as possible.

STATEMENT OF JOANNE STYER, DIRECTOR, FOOD SERVICE, MONTGOMERY COUNTY PUBLIC SCHOOLS

Ms. STYER. I am Joanne Styer, and I am the director of Food Service for Montgomery County Public Schools. The Montgomery County public school system ranks 17th in size nationally. It has 205 schools serving an average of 45,000 type A lunches daily, of which approximately 7,300 are free or reduced price. Breakfast programs are offered in 62 schools, serving an average of 2,300 students.

The system covers an average of 500 square miles, which results in some problems relating to transportation and the delivery of foods and supplies. Reacting to the energy crisis, distributors have limited the number and quantity of deliveries and the time they will be made.

Since food and supplies are purchased through competitive bidding system as required by the State and county law, suppliers are reluctant to enter into any contracts except short-term bids.

These demands, in turn, cause serious storage problems when commodities shipments are received.

The overall goal of the Montgomery County feeding program is to provide nutritionally adequate, educationally and financially sound food service that is effectively and efficiently administered. To paraphrase, a quality food service.

In order to achieve this goal, Montgomery County school food service staff has designed its program around these specific priority areas: food quality and nutritional value; price to students; nutrition education support programs, student input and feedback mechanisms, and the integration of school food service with other community services.

To insure food quality and maximum nutritional value, all food specifications are carefully reviewed and rewritten as necessary. All specifications meet FNS approval and only the highest quality for the intended uses are specified.

Recipes and food products are tested in the food service test kitchen and with selected student groups before being approved for use.

Employee training in food preparation is conducted through special workshops and courses provided in conjunction with Montgomery College.

Regular inspections of all operations by food service staff and Environmental Agency staff are made.

Type A lunches are emphasized in all schools. The a la carte program has been eliminated, or completely abandoned in all of the elementary and junior high schools. Nutritious a la carte selections are available in senior high schools.

In addition, Montgomery County is gradually expanding the concept of offering choices of type A lunches, which are now available in many of our schools.

In spite of declining student enrollment, lunch participation has increased 12 to 15 percent for the past 2 years respectively.

The price of the lunch to the student is of concern to Montgomery County, so that some moderate-income families will not be priced out of the school feeding programs. The significance of the national trend is overwhelming, considering the role of adequate nutrition and mental and physical development, and the fact that any child, regardless of economic background, is prey to inadequate nutrition.

Because Montgomery County food service is self-supporting, establishing an affordable price structure is not easy. Seventy-five percent of the food service revenue is generated from customer sales, and 25 percent through Federal and State subsidies. Eighty-four percent of all lunches served in Montgomery County are paid.

Local guidelines require that income must match expenses. This year's operating budget was in excess of $10.3 million, of which $5.2 million was food and supply purchases, and $4.4 million was salaries.

One solution is to hold the line in cost by increased productivity, using less labor to achieve greater production levels. This approach has been augmented by our increased student participation, which has been accomplished for the most part by offering choices, and planning menus around the most popular food items. Both of these concepts, popularity and choice, have shown added benefit in helping to reduce plate waste.

Food service supported programs include staff participation in the K through 12 nutrition curriculum; conducting summer nutrition courses for elementary teachers; developing learning experiences for Head Start; and education in planning menus with coordinated lesson plans providing historical and nutritional information.

Numerous student feedback mechanisms are encouraged by managers of food service, students, PTA programs, and a board of education advisory committee of community students and school staff members.

Montgomery County school feeding program is ideally suited to be integrated with community services by providing facilities and trained staff for service to older citizens, preschool, and summer recreation programs for lower income children, through a combination of onsite and preplated food delivery systems directed by the professionally trained staff of experts in the field of nutrition and institutional management—143 schools have onsite preparation, and 62 are satellites.

Continuous efforts are made to make the preplated system as comparable in quality and variety, as possible, to that of onsite cafeterias. Products are carefully selected and tested.

Presently 95 percent of the foods used are prepared in our own production centers, and by midyear 100 percent will be, with the opening of a production center, and a rapid chill system is also being tested for nutritional and bacteriological quality and overall acceptability for development for supplemental use in the preplated system.

The initiation of the preplated system approximately 4 years ago combined with increased productivity achieved at onsite operations has resulted in cost savings for salaries alone in excess of $1.5 million, but not at the expense of employee layoffs or forced terminations.

The system's expansion has been very gradual and accomplished entirely through attrition. These savings have allowed the price of lunch to students to remain relatively stable over the past several years. Yet the accumulated operating deficit for the school food services has been absorbed, and the program is now financially sound.

Regardless of the type of system used, every effort is made to be flexible, responding to the needs of the individual schools as much as possible.

In closing, Mr. Chairman, I would like to say that as president of the Maryland School Food Services Association, and director of Montgomery Public School Food Service, do everything you can to block the block grant. If it came into reality, it would literally wipe out Maryland's school feeding program as it is.

Chairman PERKINS. I am in agreement with that, and I believe that Mr. Quie is also.

Mr. QUIE. I am less in accord as I listen to testimony like that.

Chairman PERKINS. Our next witness is Ms. Doris Fuller, supervisor for the child care food program of the District of Columbia.

Go ahead, Ms. Fuller.

STATEMENT OF DORIS FULLER, SUPERVISOR, CHILD CARE FOOD PROGRAM, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Ms. FULLER. Mr. Chairman, I am Doris Fuller, State agency supervisor for the child care food program in the District of Columbia.

The District's child care food program is currently serving over 3,300 children in 76 child care centers and 12 family day care homes. An average of 8,300 nutritious meals are served daily to these children in a variety of meal combinations.

The most general combination is breakfast, lunch, and two snacks. Since the implementation of the child care food program, in January of 1976, we have experienced a net program growth of 14 percent. This growth, however, has not taken place without problems. Just like a child developing into a teenager, we are experiencing growing pains.

Within the past 5 months, we have taken in 8 institutions, and 12 family day care homes under the program's new open policy. During the same period, we had to drop eight previously approved after-school programs, and one program for handicapped children.

None of these programs were covered by District licensing regulations, and they could not meet the stringent Federal interagency day care requirements which are geared to conventional day care centers.

More than 50 District sponsored half-day child care programs, which are not required by District law to be licensed, have failed to follow through with the application procedure. Their administrators know that they cannot meet the interagency requirements. Thus, we must deny meals to approximately 1,000 children.

We have been confronted with many new administrative problems, since the inclusion of family day care homes. From month to month, enrollment, in any given home, may change because many family day care homes are utilized for placement of children whose parents are enrolled in job training programs.

As a parent completes his or her training, the child is removed from the day care home. This could occur at any time during the month, and any number of parents could complete training at the same time.

When new placements are made, different homes which are more suitable to the needs of the incoming trainee may be selected. What effect does this have on the child care food program?

First, each new home used by a sponsoring organization has to be approved. Currently, we are working with a sponsor to approve 800 homes, even though only an average of 300 are used on a monthly basis. more than 1,600 pages have to be prepared and processed just to approve this program.

Processing the reimbursement claim for this program will require the handling of more than 300 pages each month. Since each month this data may come from different homes for different children, claiming percentages have to be established on a monthly basis.

Although the situations ctied are characteristics of many smaller family day care programs, the problems become magnified when dealing with larger programs.

We would literally force the sponsoring organization of such a large fluctuating program into noncompliance with program regulations, if we had to reimburse on meals served times rates instead of cost less income.

The former method would require sponsors to disburse reimbursements to each family day care mother according to claiming percentages. Aside from requiring days of sponsoring organization staff time to compute payments, the variation in amounts paid for free meals as opposed to other meals would tend to cause discontent among the day care mothers.

The short time frame in which the child care food program had to be implemented did not provide ample time for planning and development procedures. Additional personnel to handle the added burden of the expanding program could not be hired because of insufficient SEA funds.

Already the program has grown beyond our present three-member staff's ability to adequately monitor and process claims on a timely basis, and submit timely reports.

Needless to say, the staff's capacity to provide outreach has been severely restricted. Because of the nutritional benefits to our children, the recipients of these programs, everyone is working diligently to fully implement all provisions of the child care food program, in spite of staffing handicaps.

Under the special food service program, many institutions who lacked sufficient storage space or used food management companies, could not take advantage of the commodity provision of the program.

About 20 percent of our program fell into this category. Now, since we have elected to receive cash-in-lieu of commodities, 100 percent of our programs benefit from the commodtiy provision of the child care food program.

Mr. Chairman, before concluding, I wish to briefly discuss some advantages and disadvantages of the summer food service program for children.

Public Law 94–105 provides that all meals provided to children in eligible sites be served free. However, because of the 33.3 percent area need criterion, it is possible that a program in which 90 percent of the children are eligible for free meals or reduced price meals may not qualify as a feeding site.

This seems contrary to the intent of the program and is a form of discrimination based solely on where a child lives.

While performance funding ultimately enables more children to be reached by the program, other necessary provisions such as advance funding and administrative cost funds have made this worthwhile program a target for groups who are seeking to obtain these moneys as a prime objective and feed children as a byproduct.

Due to the nature of this program, it becomes increasingly more difficult for limited State staffs to insure the integrity of the program. Mindful of the definite need of the summer feeding program, I cite these areas solely in the interest of seeking ways to improve the program, and eliminate situations which may jeopardize the future of this program and the very worthwhile benefits it provides to many needy children.

I wish to thank the subcommtitee for the opportuntiy to testify on these programs, which I believe to be essential to the well-being of our children.

Thank you.

Chairman PERKINS. Let me thank the entire panel. I have several questions, and I will start with Mr. Stewart first.

What is the average price of lunches in the District of Columbia? I am going to address this question to each of you for your own school systems, and if you have had any increase in price recently.

If you have had an increase in prices recently, has there been a decline in the number of paying students?

I would like to hear from you first, Mr. Stewart, and then go across the board.

Mr. **Stewart**. The average selling price in the District of Columbia is 35 cents for an elementary meal and 45 cents for the secondary meal. We have not had a price increase in the last 3 years, and we did not experience a drop at that time primarily because more than 80 percent of the children in the District qualify for meals free. So you have a very small percentage that is paying in the District program.

Chairman **Perkins**. That answers the question.

The lady from Fairfax County?

Ms. **Van Egmond**. Ninety-two percent of our students are paying students, so when we increased the price——

Chairman **Perkins**. That is the middle-income student, the regular lunch program.

Ms. **Van Egmond**. That is 92 percent, and we have 8 percent free. When we raised the price in elementary from 40 to 50 cents, which was a 10-cent increase rather than 5 and we were very frightened by it, we did lose but we did not lose as many as we thought we would.

In the secondary, we raised the price from 50 cents to 60 cents. We lost 8,700 students.

Chairman **Perkins**. You gave us the enrollment in the school lunch program. Would you repeat it at this time?

Ms. **Van Egmond**. We serve 63,000 students a complete lunch a day.

Chairman **Perkins**. You figure that this increase in price will knock off how many?

Ms. **Van Egmond**. Before we started our price increase in January, we were serving 67,000 lunches a day. When we got the price increase in February, we dropped immediately down. We have come back up some, but we have not yet recovered.

Chairman **Perkins**. Since February, has it appeared to be on the increase again?

Ms. **Van Egmond**. Yes, but not as fast as we had projected. We are serving an average of 51 percent of our students presently, during the month of May. In the month of February it was down to 48 percent of the students, and before we had the price increase it was 57 percent of the students. So you can see that we did lose percentagewise.

Chairman **Perkins**. I have other questions in a few moments, but I would like to hear from the lady from Montgomery County.

Ms. **Styer**. Fortunately, we have been able to hold the price of our lunch steady for the past several years. Prior to that time, however, we did do some studies on what would happen, or what did happen when we had the increase in the price of the lunch. We had similar experience as Fairfax County.

For every 5-cent increase, we experienced a 5-percent drop. The difficulty is, as they are experiencing, you recover some of it, but you never get it all back.

Chairman **Perkins**. What are your charges?

Ms. **Styer**. We are charging 55 cents in the elementary and 60 cents at the secondary level.

Chairman **Perkins**. You have not experienced any drop during this past year at all, then.

Ms. **Styer.** This year we have experienced an increase of 50 percent in participation.

Chairman **Perkins.** What is your present enrollment?

Ms. **Styer.** We are serving an average of 45,000 students a day.

Chairman **Perkins.** Out of a total enrollment of what?

Ms. **Styer.** The enrollment in the public schools right now is 119,000.

Chairman **Perkins.** The breakfast program?

Ms. **Styer.** This year we have 62 breakfast programs with an average of 2,300 students participating.

Chairman **Perkins.** How many do you have participating in Fairfax?

Ms. **Van Egmond.** We have 42 programs, and 2,200 students, but many of those are paying.

Chairman **Perkins.** Can you comment on that, Ms. Fuller?

Ms. **Fuller.** Mr. Chairman, I am from Mr. Stewart's staff, so my information would be the same as his.

Chairman **Perkins.** My next question: if the press reports are accurate, the study of plate waste being conducted by the Department of Agriculture, has found that 20 percent of the food in the school lunch program is wasted.

Is this figure accurate in your school district, and what do you estimate waste to be?

Is it due to the growing use of prepackaged frozen meals, or is it due to children rejecting the types of food you are offering?

I will let you start, Mr. Stewart.

Mr. **Stewart.** In reference to the survey by USDA and the 20 percent waste factor that was indicated there, it is my understanding that at the present time this is just a preliminary report and they recognize that there are many other factors related to that study that would reflect upon this figure that were not given out by the press.

Simply the raw figures were given, and some of the things that influences those figures, that may qualify those figures, were not dealt with.

I would say, however, even though I have not concluded this, an overall survey in the District of all schools, and the waste factor in those schools, I would think that this might be a reasonable figure.

I would not, however, in any way relate that figure to the preplated meal concept because that kind of waste could take place in a cafeteria school depending on the quality of production in that school.

I would not relate it to the preplated meal because in the District our experience has been real good with the preplated meal, and the children have been responsive to it. As I indicated in my testimony earlier, it may be a school by school situation as to the percentage of waste that might occur.

At Amidon High School that waste factor would not go more than 2 percent, when you compare the amount of food we collected after 200 kids had consumed their lunch during those 2 days.

So, I could not relate that to the preplated meal, nor to the convenience food. Convenience foods, I think, are an erroneous factor against the preplated system because for a long time we have been using convenience foods and preplated is not the only kind of convenience foods that we use.

A can of green beans is a convenience food. A frozen vegetable is a convenience food. Many of the things that we get from the grocery store these days and take to our home are convenience foods.

I think that the attack on the preplated system has to do with the way it is formed into that system to provide the service to those children in those schools who would not have cafeterias if it were not for this system.

Chairman **Perkins**. All right, Ms. Van Egmond, you go ahead.

Ms. **Van Egmond**. We do not use preplated lunches, so I am talking from a preparation of kitchen situation, or satellite where we satellite in bulk.

Chairman **Perkins**. You do not use the preplated lunch at all?

Ms. **Van Egmond**. No, sir.

We do have some waste in our elementary schools from our observation. In our intermediate and high schools, the waste is very, very low, it would be 2 to 3 percent.

Chairman **Perkins**. What percentage would you say?

Ms. **Van Egmond**. Two to three percent in our intermediate and high schools. In our elementary schools, 20 percent may be a respectable figure. With the elementary children, the first three grades, you have much difficulty keeping their attention long enough on food, if they have recess that they are going to next, or if their friends ask them something, they forget that they are eating, practically. That is one of the biggest problems. They will not try some foods, and if they would try them, they might like them.

I think that nutrition education should be emphasized as we emphasized physical education in our schools. I have always hoped that someone would do for nutrition education what John F. Kennedy did for physical education in our schools. I think that we could change this with that.

I have elementary children at home, and I cook for them. I still have plate waste. So I do not believe that we can ever eliminate all plate waste, even with choices, but we can certainly do a lot toward it. I don't believe that we will ever eliminate all of it.

Chairman **Perkins**. Ms. Styer, you go ahead.

Ms. **Styer**. I think, perhaps, if you are comparing the plate waste between different types of systems, we can speak very well to that point, since we have 148 elementary schools, and 62 of those are satellites and use the preplated system, which the others have onsite preparation.

We have looked at the comparable waste between the two programs, and find that there is no difference. The facts that Ms. Van Egmond has pointed out concerning the children being distracted at the elementary level are true, or it takes them longer to eat, yet as soon as their peer group gets up to leave, they want to go too. So there are a lot of other factors in it.

We have modified our menu. We ran a test in 32 of our schools last year to see what effect modifying the menus to provide the most popular choices would have, the foods that the kids themselves told us they wanted to have, both in the entrees, the vegetables, and everything.

We did cut down a lot on the plate waste, but we have not eliminated it entirely because one child will eat that orange, and then the next day they will not. So plate waste is there.

At the junior and senior high schools, and intermediate level, we have virtually none. It is at the elementary school level that we have the problem.

I would like to say a word about convenience foods. I don't know where the food service industry, or mothers, would be today without items that are prepackaged and ready for use conveniently. Many of those have been produced with higher nutritional quality.

We use the same foods in our preplated program that we use in the onsite kitchens. The same foods that they would use in Fairfax or any other school system that was not using preplated. It is simply put into a different package, a package that can be recycled.

There is another thing going for it, too. Vegetables probably lose their vitamins and minerals faster than any other product, because the vitamins and minerals go out in the water. Of course, if you cook them in the container in which they are served, they are left there.

Chairman **Perkins**. Go ahead, Mr. Stewart.

Mr. **Stewart**. I would like to make a couple of additional comments, and it is in reference to the preplated meal system basically, becase in the District of Columbia we have some 88 satellite locations, in old schools where we had not constructed for cafeteria facilities and we needed to feed the children.

In addition, we also have a preplated breakfast program, as I indicated earlier.

One of the things that concerns me in the negative comments that have been cited in the press about preplated is that none of them spoke to children, and asked their reaction, the actual recipients of these meals.

The Binghamton, N.Y., Evening Press bothered to do that on June 7. They talked specifically to children who were consuming preplated meals. If I might offer you some comments from that article.

They spoke to Robert A. Kennedy, a stocky 11-year-old sixth grader at the Theodore Roosevelt Elementary School, and he said that the readymade lunches were pretty good. Like most of his peers, Jeff Rodgers, a 9-year-old fourth grader, said that the pizza was the best meal pack offered.

> During the past half-hour, Rodgers who says he weighs 55 pounds, had eaten the entire pizza meal plus two bananas, a couple of cookies, and had drank a carton of milk. According to a conversation with a dozen or so youngsters at Roosevelt, pizza is their favorite meal entree, hot dogs, hamburgers, and chicken ranked among the favorite dishes among the young people. The fishmeal pack was named most often as the meal they liked.

My point here is that this editor bothered to go out and talk to the children who were consuming the meals, and did not take the opinion of a group that is not often in the schools, nor an individual who is not serving this meal, or someone with just an opinion about the meal. They talked to the children who are actually eating the meal, and this is the basic reaction that I have received in the District.

Chairman **Perkins**. Let me say that we will recess for about 6 or 8 minutes. You can relax for that period of time.

[Informal recess.]

Chairman **Perkins**. The committee will resume its sitting.

Two of the witnesses mentioned problems with the commodities distributed by the Department of Agriculture. Would you favor cash in lieu of commodities, or what improvements would you recommend in the administration of the commodity distribution program?

I would like to address that question to all of you, but you go ahead first, Mr. Stewart.

Mr. **Stewart**. With reference to cash in lieu of commodities, Mr. Chairman, my personal preference is that we receive commodities. I have that preference because I think commodities are an important factor to the price stabilization situation with farm products.

I feel that if cash were given to each State, to exercise their choice as to what product they would purchase, then we would have many excess farm products left in segments of the country that could not be moved through any other vehicle like the commodity program as it exists now.

For that reason, I prefer that we have commodities. If excess pineapple were produced in Hawaii, I would say that I would not be interested in Washington, D.C., in getting rid of those pineapples, and I would put my money elsewhere. So those growers in Hawaii might have a very difficult problem with the labor situation and price stabilization on those products that they have in excess.

Ms. **Van Egmond**. I would stay with commodities also, if I had the choice. I guess it is being realistic. The program was established and the aim of the program was to see that we do a service to our country in helping with the economy.

As I mentioned in my statement, I think that we are always going to have abundancies. A crop is going to do well one year, and not so well another. The school lunch program does offer a ready market, a large market. We do get a few items that are not so easy to use, but 90 percent of our commodities are excellent and usable.

Chairman **Perkins**. On top of that, is it a saving to the local school lunch program, the commodities, in your judgment?

Ms. **Van Egmond**. Yes.

Chairman **Perkins**. When they are purchased by the commodity credit in great bulk.

Ms. **Van Egmond**. In our system, we are large enough that we have buying power, and maybe we do not realize it as much as a smaller system or one further out. We have a great market in this area in which to go to. We have competitive bids. We are quite fortunate, much more fortunate than some of the school systems that are further out.

The commodities do yield us almost dollar for dollar.

Chairman **Perkins**. Ms. Styer.

Ms. **Styer**. Mr. Chairman, a few years ago I might have said cash, but I have changed my mind. The processing agreements that we have been able to enter into for the commodity program have solved many of the difficulties we had in utilizing some of the commodities.

In fact, in some cases, it has been an important part of our program. So, I tend to feel that improving the commodity distribution program would be beneficial, and we would remain with it, but perhaps explore the processing agreement concept in a little more detail on the national level.

Chairman **Perkins**. Would you explain a little more about the processing agreements?

Ms. **Styer**. For instance, the dry milk which has been in abundance this year, we have been able to have it sent to a cheese company in

Pennsylvania, and they have converted that into mozzarella cheese. Flour has been going to a pizza company, and the cheese goes to our pizza company, and we end up with a pizza.

So we have utilized the flour, and we have utilized the processed cheese. That is one example.

Chairman **Perkins**. Now one question that I would like for you to answer in connection with the legislation that we passed last year.

What is the percentage of students receiving free and reduced-price lunches in each of your school districts? It has been answered generally, but I would like to have it answered specifically.

How are you implementing the new requirement mandating a reduced-price program in each school district under the new law?

What kind of an increase do you anticipate in that program?

Ms. **Van Egmond**. We serve almost 8.5 percent free and reduced-price lunch meals. It is almost 8.5 percent of free and reduced-price meals in Fairfax County. It is a very low percentage, probably the lowest in the country.

Chairman **Perkins**. It is because of the income level of these families.

Ms. **Van Egmond**. Yes.

When the regulations came out regarding the reduced price meals, which we received in February for implementation on March 1, or maybe it was in January for implementation on February 1 we went out with a letter to every parent.

We have 136,000 students in Fairfax County, and a letter went home with every student, telling them of the reduced price meal and the free meal being available. It gave the income level on the back. If they were qualified, or thought they were qualified, they could contact the school for the application.

We sent this to every home. We did not send the application but we sent the letter to every home. It was costly, but this way we knew that it went to every child's home or they were supposed to have gotten home with it.

Chairman **Perkins**. That is a thorough job, in my judgment. But in spite of that, your increase in the reduced price program has been very low because of the income level in Fairfax County.

Ms. **Van Egmond**. Yes, it has been very low. We feel that we are meeting most of the needs. There may be a few that prefer not to have their child on a free or reduced price meal that qualify, but I do not believe it is because they do not know of the program.

Chairman **Perkins**. To what extent did your reduced price program increase as a result of this amendment?

Ms. **Van Egmond** It increased 5 percent.

Chairman **Perkins**. Go ahead, Mr. Stewart.

Mr. **Stewart**. Yes, Mr. Chairman, we have an average of 80-percent participation in the free and reduced price program. We have not attempted to break the percentage out on a free and reduced basis.

Out of the total amount, we have about 5,000 average daily in the reduced price category. We did not have a problem in implementing this with Public Law 94–105 because we already had a mandated reduced price program by the superintendent of schools 3 years ago, when the reduced price was not required, but was there and offered.

We went in with our reduced price program at that time. So we have not experienced any impact as a result of the recent law.

Mr. QUIE. Mr. Chairman, would you yield.

Chairman PERKINS. Mr. Quie.

Mr. QUIE. Why don't you break it down between free and reduced?

Mr. STEWART. I have not dealt with the percentages. We have 80 percent in the free and reduced price program. I know from my participation data that on an average daily participation, 5,000 of those would be reduced and the rest are free.

I just said that to give the chairman a percentage figure. I had not dealt with that, so I gave him the raw figure.

Mr. QUIE. What are the raw figures?

Mr. STEWART. About 5,000 reduced out of an average of 54,000 in the free and reduced program.

Mr. QUIE. OK.

Chairman PERKINS. Mrs. Styer, do you have anything to say?

Mrs. STYER. We have 5,300 a day that are free and reduced. Out of that number, 1,200 are reduced price, which is about 10 percent of the total.

Chairman PERKINS. You mean a 10-percent increase as a result of implementing the new legislation on reduced price lunches?

Ms. STYER. Montgomery County has had a reduced price program ever since it has been available.

Chairman PERKINS. As a result of the new amendment, what has been your increase?

Ms. STYER. We picked up about 400 a day that are reduced price over what we had had prior to that time.

Chairman PERKINS. Mr. Quie, go ahead.

Mr. QUIE. Following up on that one, under the new regulations, for a family of four, since you can go 25 percent above the poverty income level for free, we are talking there of an income of $7,130, and an income of $11,110 for reduced.

Is there that small a percentage of people with incomes between $11,110 and $7,130 to account for 5,000 reduced but 50,000 free?

Mr. STEWART. I would have to say that it is very accurate because we publish those income eligibilities guidelines in every application format at the beginning of the year.

We simply record those, and file those according to the data we get back, and that is the number that is qualified based on the income that they cited on the application. So I would say that it is very accurate based on the information that we get back from the parents through the application process.

Mr. QUIE. What is it about the District of Columbia that there is such a low percentage of people between $7,000 and $11,000 as compared with the rest of the Nation?

Mr. STEWART. I could not answer what specifically it is, except that the economic condition and income level, for some reason unknown to me, more of the children would qualify in the free category than they do in the reduced price category. I don't know the specific answer as to why.

Mr. QUIE. Do you have any information on incomes of people in the District of Columbia that you have compared this against?

Mr. STEWART. No, I have not compared it, sir. We have information, but I have not made a comparison to attempt to determine that small range between free and reduced.

Mr. QUIE. There is a difference of $4,000 in income level, and that is a small range. I realize that this occurs that we have a very small percentage of students at reduced cost, but the percentage of people between those income levels is much higher than that.

This has happened in the other schools. They have just not attracted the reduced cost students. They have been more prone not to come in and say that they should receive reduced cost than those who are receiving free lunches. I am surprised by those figures.

Let me go back to something else. As the chairman said, we both agreed that we should not go to the block grant. I refused to introduce the block grant, and I think there are reasons why we should not go to a block grant. But let me say that your testimony, to me, is utter nonsense. I want to say this to you because I want you to come back to me and tell me why I am wrong.

As I listen to you, it seems the program would fail. It would go down the tube. People would be losing their jobs, if we went to a block grant instead of this program controlled by USDA telling you what to do. It just does not make sense at all.

You mention in your testimony, Mr. Stewart, that since we give free books and other free materials, we should give free food as well. The distribution of free books and other materials in all the school districts across the country is a decision made by the local school systems from the total block grant of money that they receive from the State and from their local taxpayers rather than the Federal Government giving them some specific money for books. Title II of ESEA has always been a very small amount of money for books across the country.

So it just does not make sense to me why the program would fail through a lack of direction. Is there such little interest in the local schools for the school lunch program that you have to have this controlled by USDA rather than make those decision yourselves?

Mr. STEWART. It is not a lack of local interest in those programs. The failure would be the replacement of the Federal money that would be lost at the local level.

The local municipality, in order to continue the program for all students to participate at the price they are participating now, the municipalities would have to replace that Federal reimbursement that is coming in for paying students now, which will be taken away by the block grant.

In addition to that, you are turning the school feeding program into a welfare program, when you specifically identify free children as the only recipients of these programs with Federal subsidy coming in to support it. That is where I think the failure would be.

Ms. Van Egmond indicated that 500 to 600 employees would be lost. They would be lost because students could not pay a dollar for a meal 9 times out of 10. She lost 8,700 students when they increased the price. That figure, with the block grant and no subsidy, would go up 80 percent.

As a result of not needing the production to produce meals to feed the students, she would no longer need the employment The employment in that situation happens most of the time to be mothers who have children in school, and who have chosen to work in these programs rather than go on to welfare.

Mr. Quie. You have a program where you can mass-feed and you receive many of your commodities at lower cost from the Department of Agriculture under the commodity program, and you can buy in large amounts that beats anybody else.

Although some students run up to the hamburger shop, or wherever they go, those hamburger shops don't have any of those advantages. They have to pay taxes even, and yet they seem to be able to compete all right.

You have a program that is operating most efficiently, the least cost and everything, and still you have to have a 23-cent subsidy on everybody. Fairfax County and Montgomery County are two of the richest counties in the country, and those people are not too poor to buy their food. That is nonsense.

Mr. Stewart. I agree with you, Mr. Quie, that the commercial segment of the food industry is, in fact, surviving and they are surviving on a profit motive. Our students are going in to them to eat. But you have to keep in mind that what the children get does not always turn out to be a balanced meal.

In school, what we are talking about is giving the children a balanced and nutritious meal, and at the same time trying to educate them to good nutrition and good eating habits.

Those commercial establishments do not make any effort to give a balanced meal. Even there the price that they pay for a hamburger and a malt runs into the 90-cent category. What we are talking about is giving a balanced meal, oftentimes, with five components, more recently in the secondary situation with three components that cost much less than the 90-cent that they are paying for an incomplete meal.

Mr. Quie. When you look at the hamburger and the malt, this is pretty good nutrition. What are you adding in your meal that makes it better?

Mr. Stewart. From the meal component standpoint, often we add butter, vegetables, and oftentime fruit.

Mr. Quie. And a lot of starch.

Mr. Stewart. Not necessarily, sir, not necessarily starch.

Mr. Quie. They do pretty well in Montgomery County on starch.

Chairman **Perkins.** Let the others comment too.

Ms. Van Egmond. Mr. Quie, as I understand the block grant, and perhaps I am misunderstanding in some way, it would be money for the free child, or for the poverty level child. I think that you can see our problem.

Perhaps you think that we do not need the school lunch program in a rich county like Fairfax County——

Mr. Quie. I am not saying that you don't need the program. I am saying that the folks can afford to pay the price for lunches.

Mrs. Van Egmond. If you look in those subdivisions, and frequently we live a little bit higher than we can afford to live. Often we say: "I wish I could afford to live the way I live," and this applies to the parents in Fairfax County.

When it gets time to send Johnny off to school, and it takes a dollar, I am not so sure that all of these parents are willing to hand out a dollar for five children, if that be the case, or for two or three children. It adds up when father has to have his lunch money, and mother her lunch money. They expect us to keep it low.

Maybe you cannot justify it, but it is expected as indicated by our experience when we raised the price by 10 cents to 50 cents. You know that they cannot pack a lunch for 50 cents, yet some did resist our going to 50 cents.

As far as the block grant is concerned, as I see it, we would lose, for all of those paying students, the 23 cents.

Mr. QUIE. How are those children faring now that they are out of school?

Ms. VAN EGMOND. They are very hungry in September. They have gotten along, during the summer, just like our children, with a lot of peanut butter and jelly sandwiches. Most of them are happy when school starts back. We do tend to get a few back in our program in September.

I think that it would be hard for most families in this area to just go to a dollar for lunch, and I think that this is what we would have to charge because we are certain to lose some. When we lose some, we lose our productivity.

In a small school, serving 250 or less, I can count on my labor costing me 45 to 50 cents a lunch, if I am not careful. Whereas, if I have a large school like Braddock, where they are serving 2,200 lunches, I can get productivity and serve that lunch with my labor costing me 30 cents.

I know that it would result in my price going up, the cost going up more than it is now.

Mr. QUIE. Let me ask you this: Assume we had a block grant, and you were able to receive at least as much money as you had before, with no restrictions on who we subsidized; how would you like that kind of program?

Ms .VAN EGMOND. I guess that we would have to start in Richmond instead of sitting here.

Mr. QUIE. And in your district.

Mrs. VAN EGMOND. If it got to our school district, I guess that it would be OK.

I think the thing that I fear is that if it gets down to our local areas, some of our States do not have people that are active in legislation or stay up with it.

Mr. QUIE. I am not talking about the rest of the States. I am talking about Fairfax County.

Ms. VAN EGMOND. If you would give me that money, but I have a hard time believing that you are going to. It is like the commodities; if I really thought that you were going to give me 11 cents, and we would not have a problem with abundances, I would say: "I want 11 cents." But I am realistic.

Mr. QUIE. If we could get the block grant money to you, you would not have any objection to it?

Mr. STEWART. I would have no problem with it, Mr. Quie, if the block grant related to all children. If you would give me money to feed all children, then I would graciously accept your block grant because you would have given me a universal feeding program.

Mr. QUIE. You are talking about a free lunch from the Federal Government for every child, and even for those 20 percent.

Mr. STEWART. The block grant, if you would give us the same amount of money that we are getting now.

Mr. QUIE. As long as we did not put any restrictions so you could use the money for every child, that would be acceptable to you?

Mr. STEWART. If that block grant, sir, would include the same amount of money I am receiving now with the same law protection of an escalation clause related to it so that that amount would continue to increase with my costs, and I could continue to provide all children with a meal, as I am providing now, then I would not oppose the block grant.

The opposition is its relation to economically deprived children.

Mr. QUIE. I recognize that. This is one device, we are just talking about the block grant now as against the kind of controls you have with the program now.

Mr. STEWART. I would hope, Mr. Chairman, that the block grant, in addition to an escalation clause to protect the continuation of funding that we could relate to all children, that it would also protect where that money would be going for all children, and not be siphoned off as it arrives at the local level for other programs at the discretion of local governments.

Mr. QUIE. You could not use it for education as such.

Let me ask Montgomery County how they feel about the block grant.

Ms. STYER. That brings up a program that I wanted to mention. The type A pattern itself is cumbersome and it does sometimes tend to force us to put more starch into the menu than we would like.

Pastas, for instance, which are made with enriched flour, it cannot be counted toward the lunch pattern. If we serve spaghetti, we still have to serve the bread. This will give you an idea of why in some cases there is a little bit more starch in there than we would intend. But to follow the Federal regulations, we do have to get all the components into the meal.

You are talking about block grant in relationship to the State of Maryland. Having had an opportunity to do a little work at the State level in trying to get some of our own school lunch legislation passed, I can guarantee that a block grant would not get past Annapolis.

The priorities are too great. There have been too many problems in trying to have the tax dollars stretched to cover all of the priorities that have been established in the State of Maryland, with the mandate to provide an equal education for every child regardless of their ability.

We have a disproportionate amount of money going into the special education for children. So I just know where the priority would be, and I have every bit of reason to believe that we would end up with programs in feeding children that would be far inferior to what we offer now.

Mr. QUIE. You are talking about a block grant to the State of Maryland, and I am talking about a block grant of money to Montgomery County schools in the amount that you have presently.

Ms. STYER. I guess the difficulty there would be the uncertainty. Maybe this year it would be a block grant, but what would happen the next year? I plan my budgets 3 years in advance.

I am not terribly opposed to the Federal controls. I did not bring up a lot of problems before this group today because I think that we are really well within the guidelines that have been set down for us.

The Federal controls that have been imposed, for the most part, are being regulated through our State coordinators with a great deal of latitude. So, I am comfortable with that.

I would just like to add one thing. When you are talking about increasing the price of the lunch because you would not be supporting that child whose parents are paying for his lunch. It grieves me that all children are not treated the same in this kind of program, and they should be.

The intent of Congress, back in 1946, was to provide for all children regardless of the economic status of the child. If we took a look at the bagged lunches that are brought from home at all levels of income, in the different schools throughout our county, and believe me they are not all rich kids, the nutrition that is packed in those lunches is very, very poor.

To think that we would be increasing the number of bagged lunches is extremely disturbing to me. I might also say that in the studies we have done in plate waste in Montgomery County, and we have done a lot of them, the amount of food thrown out in the lunch program is no more, and in fact in most cases less, than that thrown away which was brought from home, which mother lovingly packed for them.

Mr. Quie. Except that the parents have a responsibility there, and it seems to me that the nutrition of a child is primarily that parent's decision. One of the things they know is what their child well eat. Some of them may put in the bag, something that the child will not eat, and he will throw it away. When you say that they throw an awful lot of it away, I don't agree with that.

Ms. Styer. If I may interject something. I have worked in hospitals for years and have listened to wives telling the dieticians what their husbands liked to eat, because they were patients. Mother thinks she knows what that child likes to eat because she thinks that this is what the child should eat.

Mr. Quie. School nutritionists think that they know what children will eat, but I remember the experience, and I have raised it many times, and I know how it works with sauerkraut, at least in one of your schools out there in Montgomery County.

Ms. Styer. We don't do that very often.

You have to remember, too, that we are reaching not just a family unit. We are talking about a great number of children from a wide range of different backgrounds and, of course, we do not bat 100 percent with what the children like to eat.

But we do listen to what the children like to eat, and there is a definite pattern of the most popular foods. They can be selective. One school of ours that is doing their own menu planning, planned a week of menus. We let it go through even thought it was kind of sad. It was corn three times that week, and I will not even mention the other things. But that was the children planning for themselves.

Mr. Quie. I think that this is a good experience for them.

It seems to me, at least, that if we went the block grant route, the problems that you raise would not exist, Mrs. Fuller, provided that you got the money for the program.

It seems to me that this was good testimony for why we ought to go with the block, as good as anything I could imagine.

Let me ask you about the high schools in your three areas. Now that we give the students an opportunity to make a choice, where they do not have to take all of the foods that are given to them, they will leave it back there in the kitchen, rather than putting it in the garbage can. How is that working?

Ms. Van Egmond. We are going to try to keep our standards still the same, and we hope they are going to take all five parts of the lunch. I know that milk is perhaps the least popular of the five components. They will leave it, if they don't want it under this new guideline. We will encourage them to take it.

We do give our students three menus each day from which to choose so there is not much waste in the high schools, or intermediate schools. They have the fast food lines. They have a chef salad type of menu, and then our regular hot lunch type of menu. So they have all three, which qualify as a complete lunch, a type A lunch.

Mr. Quie. When did you begin to give them the choice, so that they would not have to have the five components put on their tray?

Ms. Van Egmond. We have not given them that choice yet, because, as I understand it, it did not go into the Federal regulations until last Friday.

Chairman Perkins. That is correct.

Mrs. Van Egmond. We did not have the guidelines, but we knew they were coming.

Chairman Perkins. You did not get a headstart on the guidelines?

Ms. Van Egmund. No.

Mr. Quie. Have any of the other schools had any experience with giving choice, or is this going to be all new? What about Montgomery County?

Ms. Styer. It is going to be part of the change that we are implementing at the junior and senior high school level. We publish three different menu choices to the students, but some schools have as many as five different type A lunches provided to them.

I would like to reiterate again that the plate waste in junior and senior high schools is very, very minimal. That is not the problem. At least, it is not an observable problem.

Mr. Quie. I will give you something to look at.

Chairman Perkins. It may be a good idea to accept his suggestions and check into the waste in the schools in Montgomery County.

Ms. Fuller. Mr. Chairman, may I respond to Mr. Quie's comment about the block grant for the child care program.

I would like to say that I am not in favor of the block grant for the child care program because the child care programs would probably not receive any money whatsoever if block grants were put in, because the school lunch program is so much larger, and demands more money for the program than the child care.

Mr. Quie. You could not convince the people locally to use some money for the child care feeding program? Why are they so hardhearted?

Ms. Fuller. The public schools as opposed to, in a great many cases, the private day care programs, you don't have a body, or a lobby, or anything that is going to protect the day care programs.

That money, if it is turned over for feeding the children in the schools and the day care centers altogether, the day care centers are going to be out of it.

Mr. **Quie.** You think that the only people who are interested in the day care centers are the Federal Government.

Ms. **Fuller.** No. It is a matter of priorities, as to where the funds are going to go.

Mr. **Stewart.** Mr. Quie, with reference to the statement about the people not accepting the child care programs locally, or would they not care about them. I think the reaction there, if you leave the Federal Government directly concerned with those programs, you would have the same impact that we have, when USDA no longer controls the competitive foods.

If you will recall what happened to us when they left the control of competitive foods to the local school level, then we had an influx of soda pop, and what have you, into the programs. I think that this is the same thing which will happen at the local level, unless you have that intent written into law that it is controlled at this level, then you have a problem regardless of how conscientious those who administer the program might be.

There is a concern for the program not being controlled at the Federal level, and that concern is sitting here today, and that is what we are trying to express, that concern.

Mr. **Quie.** You mean that you have no control over that.

Mr. **Stewart.** No.

Chairman **Perkins.** Let us recess for 5 minutes.

Mr. **Stewart.** You cannot make decisions when you have court actions staring you in the face, saying that there is no requirement in the Federal law that we cannot have soda pop in the schools.

When there is no requirement in the law that you cannot have them in the schools, then we cannot establish that law locally. That is the problem.

Mr. **Quie.** You go to the school board, and say that you do not want soda pop in the schools.

Mr. **Stewart.** We have a resolution that has been passed by the school board, and many of the States are taking that action, but that has been long coming. USDA no longer controls competitive foods since 3 years ago. We are just getting around to that.

I am saying that I use that as an example to tell you the kind of reaction that takes place at the local level, when you don't have the Federal intent out in the law.

Mr. **Quie.** But you would take money away from the day care programs and put it in the schools. What I was intending was the same amount of money going to the local area, and I don't see why we would have to make the distribution decision for you. I would think that you could make that decision yourselves. It seems to me that the mix problems could be resolved locally. I just have not seen that wisdom either here or at USDA.

Mr. **Stewart.** You mean to control it locally?

Mr. **Quie.** That is right.

Mrs. **Van Egmond.** Maybe it is easier having watchdogs over you than having watchdogs all over the program, all over the country.

Mr. **Quie.** The Federal Government should not play wetnurse to everybody. I think that local people should make some decisions themselves.

Ms. Van Egmond. They are simple guidelines. They are simple guidelines to work with. Those that are, there are enough of us that they will get changed. We have to help make those guidelines, and I have helped to make those guidelines.

I think that there are enough new people coming into the program that need those guidelines. I don't need them, personally, today. I think that I could run a program for Fairfax County without them.

Mr. Quie. Mr. Chairman, I also want to raise the question about the concern that you have shown for the farmers around the country in getting their commodities. That, I think, is excess concern for how to make the program run.

I know how the farmers work. I come from a dairy farm operation. We talk about the milk program, and how wonderful it is for the kids, and all. I know the main reason is to get milk sold.

When you turn around and say that in addition to your concern for the kids, you are concerned about the farmers. I think that it works about the same way as the farmers' concern for the kids.

Chairman **Perkins.** We will use them as an example.

Mr. Stewart. I will use the milk as an example. I think that in the milk there is a lot of realism, both for the nutritional advantage to the child, and also the political aspect of it, Mr. Quie.

The child nutrition program using a lot of milk, and milk is one of the most complete foods, nutritionally, that a child can have.

On the other side, the political side, certainly our use of school milk represents some political concerns for those people who have constituents that provide that milk. It would also be true for those people in the farm areas, where you have grain and the flour coming in.

Those are political motives that provide support for the program. We don't deny that. I still say that the country would be facing a heck of a situation employmentwise if the school lunch program did not use the milk that it does. Employment would be critical in your area because some of those dairies, and some of those farms that are producing milk might no longer be a place to work.

Mr. Quie. Those are my arguments.

Chairman **Perkins.** Let us recess for 5 minutes.

(Whereupon, a short recess was taken.)

Chairman **Perkins.** The hearing will come to order.

I want it fairly understood that this is not a one-sided hearing. I want my friend from Minnesota, who has contributed so much to every aspect of education and the school lunch program in the past, to select the witnesses that he wants, and we will get them in here. All you have to do is to send the names to the clerk of the committee.

I realize that there are other witnesses standing behind, ready to be called to the stand.

I have always felt that my district is very much like the District of Columbia in that in some of the counties, under the new regulations, 80 percent of the youngsters, both in elementary and secondary, will receive free and reduced price lunches.

However, in order to have a strong program, the studies show that we must have a strong regular school lunch program. Even though this started as a relief program back in the forties, we have always had a program for the middle-class children. The studies from the Department of Agriculture have disclosed that fact.

I think the point that was raised about productivity, or cost per unit is very, very important. Are you saying that there must be a subsidy for a middle-class student in order to keep them in the school lunch program, and if there is no such subsidy, those paying students will leave the program, with the result being that the cost per student goes up for the entire program?

In other words, there must be middle-class participation in the program, or the whole program, including free meals, is put in jeopardy.

I want all of you, commencing with Mr. Stewart, to comment upon that question.

Mr. STEWART. I wholeheartedly agree with that, Mr. Perkins. What would happen here is that when you have the paying student drop off, the volume production value takes a turn. You find yourself incurring more labor costs to produce a fewer number of meals.

You could think in terms of reducing staff, but certain operational aspects will only allow you to reduce staff to a certain extent and continue to produce a unit.

Now, if you drop off all of the paying students, and the cost for producing meals for the free students goes up, eventually what happens is that, whether it is a block grant amount, or a guaranteed reimbursement, the cost of producing that meal eventually goes beyond the amount of the reimbursement even in the all-free program.

There is no way that the Consumer Price Index, which guarantees an escalation of the funds based on the cost of serving, can maintain a pace with the cost in production brought about by the loss of our volume.

Chairman PERKINS. Ms. Van Egmond?

Ms. VAN EGMOND. If we had all of our free lunches in one area, it would not be quite the problem that I could foresee, but we have them distributed throughout the country. Many schools are only serving three to five free and reduced price lunches. How in the world would I ever feed five children in the schools?

I don't know how we would get the lunch there. I would have to prepare it somewhere else. You can see the cost that would be involved for three to five lunches. None of our schools serve as much as 30 percent of their student body, so we are talking about a free and reduced lunch scattered throughout the area.

I am sure that this is true throughout most of the country, they are scattered. Your costs would be at least triple what we are experiencing for our labor for a lunch.

Chairman PERKINS. Ms. Styer.

Ms. STYER. Maybe I can approach it from a little different point of view. Our satelliting has, perhaps, become a way of life in most of the school lunch programs of any size. Certainly, when you talk about schools systems the size of Fairfax and Montgomery Counties, you are into big business.

When we recognized that we were not going to be successful getting the local subsidy, and since at the time we became concerned about our financial situation, and we were averaging only about 7 percent free and reduced price, we did, then, have to look to our own resources and decide how we were going to solve our problem.

We did increase productivity in a period of 4 years, and we have eliminated 146 full-time equivalent positions. Now, in the interim, we have picked up participation on the average of 12 to 15 percent annually. We have added 9 senior citizen feeding sites, including meals on wheels and day care programs to senior citizens, we have added 62 breakfast programs. We have picked up 6 day care centers plus we are feeding 41 sites during the summertime for low-income children, all on the same amount of labor, and with 146 less employees.

Now, translated in dollar figures, we have saved approximately $1.5 million in labor costs alone, the salary cost, that does not take into consideration anything else.

So you see, then, volume does become important because the same amount of people can produce for that. But if we had to be concerned with feeding only 16 percent of our student population, it would cost us a significant amount of money to produce just for those in relationship to what we are producing now in mass quantities.

Chairman **Perkins**. Mr. Miller.

Mr. **Miller**. Thank you, Mr. Chairman.

On that point, you mentioned that you have schools where you may have only three to five free lunches, yet you have a program. If you were to cut out the paid, you could not support the three to five.

Are you really saying that you could not support the three to five students? Perhaps you ought to give me a better description, because maybe I am missing something here.

Ms. **Van Egmund**. I was interpreting the question to be, if we just had the free and reduced price lunch subsidy, and we had no support for the regular program, I don't think that we would lose all of our paying, if we were to increase the price to 90 cents or $1, but we would lose a considerable number which would lower the number we are serving, in turn, the cost would increase considerably.

Mr. **Miller**. Why could you not hire an unemployed woman in the neighborhood to make open face cheese sandwiches and applesauce for the kids every day.

Ms. **Van Egmond**. I could, but I would be paying her at least the minimum wage.

Mr. **Miller**. Under the regulations, could you?

Ms. **Van Egmond**. I would not meet the requirements with just what you have described for a nutritious lunch.

Mr. **Miller**. I realize you have to pay her the minimum wage.

At a time when the program is in a crunch, the question is, Does the design we have make sense?

Don't tell me that you can feed a school that does not have the same nutritional problems. I don't believe the nutritional problems of wealthy kids are much different than the ones of low-income children, they way we eat today. But I am not sure that this justifies the expenditure.

I am just thinking out loud, because I was struck by the suggestion that we would have to support a whole kitchen, a crew, and everything else because of the price that we would really pay for these four to five meals. I believe that somebody in the neighborhood can make an open face bologna sandwich. I am not very creative in the kitchen, and I can do that.

Ms. Styer. What we are saying is the cost factor would probably be the same in reimbursement to provide for those five children as if you had the other paying children and the subsidy there.

We still have to have a minimal amount of labor and resources in order to produce for those five.

Mr. Miller. That is based upon the assumption that is written into the law that we have an obligation to feed kids whose families can afford a dollar for a lunch at school, or 60 cents a day, as an obligation on the part of the State.

This is open to question, and this is the purpose of these oversight hearings. I think that this is one that has got to be there. I think you have to start looking at what the population is.

Ms. Fuller. If you are going to operate a program, and continue to meet the requirements of protecting the identity of the five children that you want to serve, you are going to have to have a program which will be available to all students.

We would still have to maintain a level of staff that could serve any child who would wish to participate in the program. Therefore, I don't see how your hiring that unemployed mother would help you solve that problem. Suppose the other students did wish to take advantage of the program, how is she going to prepare the open face sandwiches. She is only one person.

You still have to be prepared.

Mr. Miller. I am not saying that it would solve the problem. I am asking whether it is possible that a school district do that, if they are pushed up against budget costs? What other alternatives have Federal regulations and the law left available to do for jurisdictions to meet this problem. That is all my concern represents.

I am not suggesting that this is the answer. My question really asks what kind of flexibility you have to start looking for changes in the system to meet some of these concerns?

Mr. Stewart. Mr. Miller, it might be possible that regulations would permit an individual, a single individual in a community to produce a certain small number of meals. That, too, would present certain problems.

There is more to the production than coming out with that sandwich. There has to be monitoring, which would involve some expense, from the standpoint of the sanitation of the household where the meals are coming from, and the protection of the health of the children who would be receiving that meal. These may not be important factors, but they are.

Those standards would have to be met. There would be a concern at that level. Let me take this to a certain area. Let me take this to the city of Washington. If you would drop off the paying participation in the city of Washington, which now would average about 14,000 a day.

Let us assume that we would drop off all of those. The satellite situation, where I have trucks trying to get through the streets of Washington on a daily basis with a load for a school, then the cost of running that truck will not change when 13,000 meals are taken off of that truck, because they still have to go to that school, and it is still the same amount of gas that would be required to make that run, and the same number of people to handle the load.

The point is that you can think in terms of making those adjustments, but ultimately they may not be a benefit to the program.

Mr. MILLER. I am not suggesting that this would be the case. I know that every school district is different, and I was just wondering if the flexibility were there. I don't want to speculate that if you took 13,000 meals away in the District of Columbia it would not make a hell of difference in savings, or that it may actually cost you more in the long run. It was just a question that was brought up by the statement.

Let me ask you something. There is concern with nutrition, there is concern with food additives, and concern with preservatives, with sugar and with pasteurized milk versus raw milk, all of these.

I would be very interested in knowing what kind of flexibility is available in our "sacred type A meal." I notice here that you have open face bologna. With coldcuts, there is the question of nitrate. Bacon has come under a great deal of controversy for the same reason.

I don't buy the line that milk is the most nutritious food that we can have, because pasteurized milk is also the subject of a great deal of controversy concerning how long you should be drinking it, or whether children should be drinking it. There are all those controversies.

To what extent are you locked into white bread, by cost or by regulation, to bleached bread, to pasteurized milk, to sausages and these kinds of things, when alternatives are starting to appear?

I would like to know what sort of flexibility you have to address some of these concerns about which many nutritionists, many doctors, and others who have some knowledge of nutrition are beginning to be concerned?

I think that this has to be a very legitimate concern, and I wonder how we allow you to address yourselves to that?

Ms. VAN EGMOND. The students, the customers determine a lot what we offer. On white bread versus whole wheat bread, it is the acceptability of the product. If we had more nutrition education, perhaps, in the home. If the parents used the whole wheat bread, or the whole grain bread, we would not have the difficulty we do in the schools.

I am not locked in by any law that I cannot offer whole wheat bread. We do offer whole wheat, but the acceptability of it is very low. To put something on the menu does not get it into the stomach, and that is what we are extremely cautious of.

On the nitrites and the nitrates, and the additives and so forth, which you mentioned, I would like to tell you just a few of the things that we have tried to do this year. Naturally, we are regulated by what our industry produces and that is where it starts. It does not start with me.

I can put pressure on Kellogg's, but I cannot do much else. I have done some of that. We have written letters to companies, and have asked them if they would try to take out some of the additives that are in there. I have a pile of letters back as a result.

However, I am going to keep on doing that, because we have a large system, and I think that I owe that to the public, because we can put a little pressure on them. We are a big business, and we are buying a lot of food. I can only try, and this is just a small part.

Some of the things that we have done is to take out all artificial cloring off our bids. That does not mean that some of the foods we get do not have artificial coloring.

We have taken off many of the additive type of spices that we were using. Our hotdogs do not have nitrates in them. They have nitrites. I am not sure that I want to experiment with some of the foods that use some of the nitrites for their control.

However, I have contacted the three top companies in the country, and have talked with their research persons on that level, and have asked them if they would ever come up with a product without nitrites and would want a group of students to test them, if they could assure me that there was no possibility of botulism, we would be happy to enter into that test program.

I did that almost a year ago, and I have not had a contact from either of those industries telling me that they have made any headway with taking that additive out of hotdogs, for example. That is the only food that we use.

Mr. MILLER. Under current law, they can sell in supermarkets; more hotdogs and luncheon meats without additives. Are you saying that that is not a sufficient guarantee for you with the schoolchildren?

Mrs. VAN EGMOND. They are available in supermarkets without those additives. So I assume that the Food and Drug Administration allows that. However, I believe that most of the hotdogs have nitrites.

Mr. MILLER. I am not talking about A. & P., or Giant. Where I live, you can go down to a large supermarket which has natural food things, and there is a whole selection of natural foods, all prepackaged in plastic and everything. I assume that the Food and Drug Administration allows that.

So, I am saying that the Food and Drug Administration has made some determination about botulism with regard to people who walk into that store, and they have said that this product is OK to sell.

I am just raising points, and I do not expect you to be definitive in your answers. I am going to continue to raise these questions through these oversight hearings because after visiting a number of programs, mainly on the west coast where groups of doctors, nutritionists, and psychologists are dealing with children who have behavioral problems in schools, I find they are making some incredible findings about children, my own included, their diets and about the impact on their behavior of what they eat.

I am not saying that you are going to take a bad kid and make him a good kid overnight because you take away white bread, but there is something there. I think that this is something that the lunch lobby, and that is everybody who is involved ought to be concerned about.

I want to know if we impede your progress. Do we impede your ability to buy raw milk? My kids had never heard of raw milk until 3 weeks ago. My kids were sugar junkies, but they don't use it any more, and they don't care any more.

This is not to say that what is good for my kids is good for the country. But I don't think that it is only a question of food in their stomachs, if the food is screwing them up. I am saying that this is not good enough. It is not good enough to spend the kinds of millions that we are talking about of Federal dollars, when you turn around and you are dealing with the problems that you could be causing.

I am not laying down an indictment of the program, because I think that my record speaks for itself. I am concerned about initiative. I am concerned about the initiative of the lunch lobby to break away from the Federal Government and tell them what is up. To break away from the food industries.

When I was in high school, we had fresh apples and oranges, and every day that vending machine was empty. Nobody was really thinking about candy. Today you have candy and the machine is empty.

I am posing these questions, and they are not new to you, but they are new to me because I am a new Member of the Congress. I am just deeply concerned about the innovativeness of dealing with what are becoming alarming nutritional facts.

Ms. Van Egmond. We do have to be leaders. I do agree with what you are saying. There is so much research that needs to be done and we need some answers on additives. We need them desperately.

There are the findings that one person makes on the one hand, then they are disproved on the other. Where do you go? There really needs to be a lot of money put into research. You suddenly find that something you have been using all your life, you should not have.

Mr. Miller. What is your ability to take advantage of those changes as they come about?

Ms. Van Egmond. We have a lot of flexibility. You do not hamper us with the Federal regulations.

Mr. Stewart. I don't think that it is the Federal regulations that take away any flexibility from our taking action, taking red dye out of our program, or whole wheat bread on our programs.

In many other respects, Mr. Miller, we are limited by the consumption preferences of the children we serve. Many parents are not stopping their kids from being sugar junkies, or putting them on raw milk.

We are trying to respond to what the children will eat. We get ourselves caught between the vice, because we talk in terms of being an educational program along with a feeding program. If we pursue that and put whole wheat bread on the menu, then the next criticism we get is that our programs are wasteful, because the children are not going to eat that type of bread.

We do not get definitive information from the Food and Drug Administration. I called them when the problem of nitrates came out as it relates to bacon. At that time, there was nothing definite about this.

Now there is a question about it. If you do not cook your bacon at some temperature that they gave me, then you have no problem. You can get the cold cuts with the nitrates, but you can also get them with the nitrates.

What direction do we want to take? There is the chance of botulism by not serving that with the nitrates.

Mr. Miller. I don't know the answer, and you don't either. I don't expect you to.

Mr. Stewart. I was trying to illustrate the problem.

Mr. Miller. My concern in the augmentation of the budget to the States for this program. Are we fooling ourselves that we are really doing something for nutrition when we do not provide nutritional education backup and funds for that?

I think that the kids are amenable to it. In the articles I have read, many said bad things were said about the program. But they also talked about some schools that were talking about going to the natural foods, "fad" foods, or whatever, where you could get all these kinds of breads, or whatever it is that you want to do. I think that this really can happen.

Are we really shortchanging the public and everybody else when we keep talking about nutrition education? Don't forget that you have these kids now, many of them, for two out of three meals. They are your constituents.

It does not do any good to repeat the old adage, "You know that we cannot correct it in the home. So we cannot do it here in school." You have them for two out of three meals. It may be that we ought to feed them once at 10 o'clock in the morning and a decent meal. If the kids are hungry enough, they will eat it.

I don't know what the answer is, but I think the purpose of these hearings is to see where we ought to plug in money. I am not sure that we should continue to expand the caseload. I have heard enough that it is good for jobs and the industries, and I appreciate that.

I have spoken a lot more than you. I hope that the people who will testify later will address themselves to these concerns.

It seems to me that your various associations, based upon some scientific evidence, and the content of whatever regulations you have to deal with, can come up with a concensus. For example, we are talking about milk. Raw milk is better than pasteurized milk in terms of vitamins and minerals. If that is the consensus, and I am not prepared to say it is, it seems to me that the pressure has got to come to find those dairies, to find those coops that will produce it.

I can buy it in huge quantities in the supermarket in California. Obviously, somebody said that there is a demand out there for it, and they are prepared to produce it.

We all know the political aspects of the WIC program, or anything else. I suggest that the same political reason can be used to buy political goods that make sense. I think that you have to be concerned with that because if we are going to fund a lethargic group that just goes on putting things on the plate those kinds of leadership roles, count me out.

Thank you for listening to me.

Ms. STYER. I would like to respond because I happen to share some of your concerns. I also want to say that we have tried to do something. We initiated the use of low fat milk and skim milk in our schools, and my phone rang off the hook for at least 3 months. I think that I had every parent in Montgomery County, who had a skinny child, call me and ask me what I was doing.

Where was the support from the community at a time when we were trying to follow the recommendations of the Advisory Committee on School Lunch, which recommended that we lower the fat content.

The next effort we had was to try to lower the content of the sugar. So we took desserts off. Then we brought our specifications for canned fruit with light syrup or with juice pack. I had a terrible time. In fact, it took me 2 years before I could convince the manufacturers that they could produce it in the quantity and in the size containers that were necessary for our program.

Now, finally, they are doing it, but it took a long time. I don't see any widespread effort out there to try to get the change into the home and into the markets, and into the distributors.

We are busy trying to run programs. We are not trying to shirk our responsibilities. At the same time, I think the support needs to be generated on the outside, so that the market is there and we can move into it.

Now, we are going to be testing a nitrate-free hot dog from a company. I don't know whether Dottie is aware of it or not. We have been doing some work with them. We have also been testing a chicken hot dog. We do test constantly, all of us do, and we look at things that are coming in now.

However, we have to look at the practical aspects. I cannot spend in that amount, if it will not sell. I have got to break even. So we have to look at a lot of factors there.

Mr. Miller. I don't want you to think that I am insensitive to all those problems, because I am very much aware of the reactions of the industry, parents, and people who are not aware of the problems.

I would hope, when you went to low fat milk, that you did send home a notice advising why this took place. I hope you did the same when you decided to cut out dessert, because of the speculations about sugar and about what the average consumption of sugar is by children.

Apparently, there is an enemy in the home that prevents us from making these changes. You have to have economic muscle, because you have to be one of the largest consumers of food products in this country.

Ms. Styer. No, sir, Mr. Miller. What I think it is, the general population out there is not ready for that kind of change yet, and until we change their thinking, we are not going to be successful.

Mr. Miller. If I thought that I had to wait for the general population, I don't think that I would be in Congress. That is the reason that I am talking like that here.

Mr. Stewart. I agree with the general population, and I would hope that perhaps we might not need to wait for it to change. But the position we are in, in trying to change it, is that we will have to take on the world to bring about this change.

Certainly, we have been here many times talking about the need for nutrition education in the schools. Somehow or other we need to talk about the need for nutrition education in the home because without it, no matter what we want to do about responding to additives and what-have-you, we will not be able to do so.

Again, I must say that we are in the middle of it all, because that nutribiddy is trying to tell everybody what they should be eating, and nobody else is listening to it because the person in the home has not been told about it in order to tell their children.

Then, the next week, when the nutribiddy puts on the menu what is thought to be sound without any additives, it is thrown in the garbage can and the newspaper articles say: "There is a million dollars' worth of waste in the school lunch program." So we are in that vise.

I guess in response to your question, the Congress can help in finding these things out, and not leaving a question mark on both sides of the fence. Then, include it into the law, so that we will have the support that we need to insist on it in the schools.

Mr. Miller. Thank you.

Chairman PERKINS. Let me say one word in connection with nutrition.

Back in 1966 or 1967, we held, perhaps, 18 to 20 days of hearings, Mr. Miller, and we went into that whole angle as thoroughly as we possibly could in order to obtain information throughout the country.

We especially took the Department of Agriculture over the coals for not making a greater contribution. We told them to insure that more nutritious meals were served. I think that these hearings were very beneficial to the school lunch program in general. The nutritional meals have improved considerably over the years, but as Mr. Miller has mentioned, there is a long way to go yet.

I personally feel that we can do better. These witnesses that are before the committee this morning have made it very clear that they are doing everything possible to bring this about.

I don't want to say that the blame is entirely on the school lunch people who administer the program. In many instances, it may be. By and large, I think, judging from your answers, and I think that both Mr. Miller and Mr. Quie will agree, within your limitations, you are presently trying to do everything possible to make sure that every child receives the best nutrition, the best meals that are possible for a well-balanced diet. I really believe that.

Mr. QUIE. I have no further questions.

Chairman PERKINS. Mr. Miller?

Mr. MILLER. The numbers by the lunches being served, is that just a code?

Mr. STEWART. It is just a code, sir, for issuing purposes.

Chairman PERKINS. Let me see what the sense of the committee happens to be.

Mr. Quie, do you want to continue right on, or do you want to adjourn and recess for about 30 to 40 minutes for lunch?

Mr. QUIE. Why don't we break for lunch.

Chairman PERKINS. Let us reconvene at 1 o'clock.

[Whereupon, at 12:30 p.m., the subcommittee recessed, to reconvene at 1 p.m.]

AFTER RECESS

Chairman PERKINS. Our next panel consists of Ms. Louise Baker, Coordinator of Commodity Distribution for the District of Columbia Public Schools; Ms. Mary Murray, principal of Lovejoy Elementary School——

Ms. BROOKS. Ms. Murray had to leave, Mr. Chairman, and I will read her testimony.

Chairman PERKINS. The next witness is Mr. Gary I. Geiger, principal of Francis Junior High School, and then Ms. Mildred Brooks, executive secretary of the Mayor's Commission on Food Nutrition and Health for the District of Columbia government.

I would like to accommodate you. Who should go first?

Mr. GEIGER. I am Mr. Geiger.

Chairman PERKINS. Mr. Geiger, you are the principal of Francis Junior High School. We will be happy to hear from you at this time, if you will proceed.

STATEMENT OF GARY I. GEIGER, PRINCIPAL, FRANCIS JUNIOR HIGH SCHOOL

Mr. **Geiger.** Mr. Chairman and members of the committee, thank you for inviting me here to testify today.

My name is Gary Geiger. I am the principal of Francis Junior High School at 24th and N Streets, Northwest, Washington, D.C.

We have an enrollment of 750 students. We have approximately 410 students receiving free or reduced price lunches. We also serve approximately 150 breakfasts daily.

The population we serve is predominantly black and poor. Many of our students would not have a balanced meal if it were not provided at school. Therefore, I feel that the impact of this program is considerable and positive.

Our breakfast program has been in operation for approximately 3 years. This has added not only to the proper nourishment of students, but also has contributed to a decrease in absenteeism and tardiness.

We start our breakfast program at 8 o'clock, and conclude at 8:45, and school starts at 9. Therefore, many students come early for breakfast and are, inadvertently or due to circumstances beyond their control, on time for school. Also, we feel that their mental attitude is improved and they seem less irritable.

Now, I have some suggestions for improvement. The salaries of empolyees should be increased along with educational requirements. Currently, our food service employees are paid at or below the poverty level.

Also, I would like to recommend that the variety of foods is too limited, and that the possible selection for main courses should be increased. Also, selection should be made with the child in mind. There are certain foods that adults enjoy, however, in many cases, the child's tastes differ considerably.

For example, many adults feel that salmon is a delicacy. At today's prices, it is, indeed, a treat. However, when salmon has been served in the past in school lunches, most of the salmon ends up in the trash.

The manner in which the free lunch program must be administered is somewhat cumbersome. I would hope that a less cumbersome and complex method could be found which would not take so many man-hours to administer.

The distribution and returning of applications takes one of our staff almost 2 weeks to sort, validate, and then issue the free lunch cards. Also, a great deal of time and energy is used each week in the distribution of cards.

In conclusion, I feel that the school lunch program is essential to the overall operation of the educational program.

Thank you.

Chairman **Perkins.** Would you identify yourself, for the record?

Ms. **Brooks.** I would like to read the statement from Mary C. Murray. She is the principal of the Lovejoy Elementary School in Washington, D.C.

Chairman **Perkins.** Will you identify yourself?

Ms. **Brooks.** I am Mildred Brooks, Executive Secretary to the Mayor's Commission on Food Nutrition and Health.

STATEMENT OF MARY C. MURRAY, PRINCIPAL, LOVEJOY ELEMENTARY SCHOOL

Certainly the school breakfast and lunch program in the public schools is one federally funded program which effects immediate results. For those members of the school population who come from low economic circumstances and are served free of cost, the impact is one which affords the child release from hunger in many instances so that concentration on learning is possible. For the students who can afford to pay for their breakfast and lunch the effect is the same, for many of these students' parents are both employed and preparing breakfast daily is a task from which they can be relieved. In both instances parents can be assured that their children are not hungry and are receiving nutritionally sound menus.

A second value of the program to the community is that in many cases, as in ours, the lunch hostesses are residents of the community. Two objectives are served by this hiring. First, jobs are created for mothers who can supplement their income with 4 hours of work and still be home to supervise their children when school is dismissed at the end of the day. Secondly, the carryover and feedback from the lunch hostesses to parents in the community whom they know and with whom they live helps to improve lunchroom behavior and attitudes.

A third advantage of the program is that it affords the school an opportunity to teach etiquette, a lifetime learning. The breakfast-lunchroom, in effect, becomes a classroom of a kind. A learning without texts, which everyone needs in order to survive socially in life. Many students also acquire a taste for different kinds of food, over a period of time, which are not served in their homes.

As an administrator, I am in the lunchroom every day. In this way, my knowledge of the program is personal. Each menu has been sampled by me from time to time, and I have no hesitation in voicing my remarks to processor and director as well. In fact, at one time the director for the public schools and I discussed a package type lunch for adults to be tried for a period at designated sites. To date this has not materialized. The advantage here, is that many schools are at a distance from eating establishments and outside duty or inclement weather may be hindrance to leaving the building. A satisfying noon meal in a satellite school for adults would be a plus factor.

From time to time their are minor problems, but none which cannot be resolved on the spot through conferencing, clarification and adjustments.

In summary, the program meets a need in that all children are fed. Hungry children cannot pay attention to learning; undernourished children cannot grow properly. The results of the school-feeding program are often dramatic in the changes which occur in the lives of our future workers and leaders. If we can feed children abroad, most certainly, we can provide for our own.

Thank you, Mr. Chairman.

[Prepared statement of Mrs. Mildred J. Brooks, executive secretary, D.C. Mayor's Commission on Food, Nutrition and Health:]

PREPARED STATEMENT OF MRS MILDRED J. BROOKS, R.D., EXECUTIVE SECRETARY, D.C. MAYOR'S COMMISSION ON FOOD, NUTRITION AND HEALTH

Good morning. Mr. Chairman. It is a pleasure to be with you and your committee to discuss our nation's School Lunch Program. I am Mrs. Mildred J. Brooks, R.D., the Executive Secretary of the D.C. Mayor's Commission on Food, Nutrition and Health, having served in this capacity since 1970. My remarks do not necessarily reflect the policies of my agency, but are gleaned from experiences as a Hospital Chief Dietitian, a High School Food and Nutrition Teacher, a Community Nutritionist with donated foods, and a Consultant Home Economist to Social Workers. The most important ingredient in my services relate to the people of the community, who have taught me more than the structured world of academia.

The Congress of the United States and the U.S. Department of Agriculture are to be commended for supporting the School Lunch Program for the past 30 years. (Hopefully, it will continue!) Expanding the Program that includes Special Milk, Breakfast, Day Care, Summer Programs, is a building block in the prevention of hunger and malnutrition in this country. In recent years, however, it has been brought to our attention through national studies and documentaries that the population in the United States is deficient in many vital nutrients. Therefore, it is appropriate to recall parts of legislation that specify our commitment and purposes of the School Lunch Act of 1946—lest we forget! "It is hereby declared to be the policy of Congress, as a measure of national security, to safeguard the health and well-being of the nation's children . . . continuing with the thrust of the Child Nutrition Act twenty years later: "In recognition of the demonstrated relationship beween food and good nutrition and the capacity of children to develop and learn . . . that these efforts shall be extended, expanded and strengthened under the authority of the Secretary of Agriculture, etc.". Therefore, continual efforts, according to Congressional mandate, must be made to improve the nutritional status of all children in this country.

In the District of Columbia, we are very proud of our School Lunch Program under the able direction of Mr. Joseph Stewart. Having observed this program in D.C. for many years, it is very evident that many positive changes have been made in elements such as greater student satisfaction; increase in the number of programs; increased staff training, morale and effectiveness in staff operations.

My subsequent comments relate to universal problems affecting most programs and some possible recommendations for improvement.

1. Re food preparation—the frozen pre-plated lunches are not favored by many students, especially when the heating process is not complete or ice particles remain on sandwiches.

Recommendation.—On-site food preparation or "home cooking" is preferred. Since this may not be feasible in all locations, techology is needed to improve the frozen meal, especially for palatability.

2. Re food selection—related to the new type A regulation regarding the choice of three foods out of five in the type A pattern for the High School students:

Recommendations.—This appears too restrictive to high school students who need experience in exercising judgment. However, such decisions could improve with effective nutrition education.

3. Re the lunch period—in most schools is too short. This could contribute to plate-waste.

Recommendation.—Lengthening lunch periods 10–15 minutes and correcting related problems that cause long waits in line, etc.

4. Re limited nutrition education for students, teachers, parents and food service workers and, let us not omit principals.

Recommendation.—There is a need to mandate nutrition education from kindergarten on. Innovative methods of teaching are sorely needed. Subject matter should be taught in all related disciplines. Junk foods should be eliminated in vending machines and school diet. A leaflet describing the nutritional qualities of the lunch being served should be on lunch table. It is essential that monies for nutrition education through school lunch should be restored by USDA to the 1977 budget.

5. Re limited food service training for employees and interested students.

Recommendation.—This opportunity should be expanded to improve effectiveness of employees and provide job-oriented training for students.

6. Re plate waste—a problem. Palatable, tasty food goes a long in preventing waste. It is expensive and all efforts should be made to eliminate this problem.

Recommendation.—One suggested plan is to have students write-out or fill-out a comment sheet on meals. This activity should be supervised by a food service employee at the point of tray disposal at the dishwashing unit. If the meal has not been consumed adequately—about 90%—student should be asked to document reasons.

7. Re lack of interest by some teachers in lunchroom activities, and, in some schools, teachers eat "different or better" food in a location away from the cafeteria.

Recommendation.—All foods should be well-prepared and teachers should eat same lunch as consumed by students. Teachers and aids should sit with students in lunchroom to provide 'informal' educational experiences.

8. Re unattractive lunchrooms—this can have a psychological effect on the negative side. Sanitation is most important, also.

Recommendations.—Bright, cheerful, attractive lunchrooms should be provided. It is possible, students can participate in a project, particularly in art students. "Pretty colors" can create positive climates in rooms.

9. Re lack of consumer education involving government operations related to food programs.

Recommendations. On appropriate levels, consumer education related to this subject should be included in course of study. Cost elements need to be explained. A "mock" hearing can be staged, by students on the School Lunch Program with background study.

10. Re lack of parent involvement in school lunch program.

Recommendation.—Volunteer service corps, nutrition and consumers education classes, special projects.

11. Re advisory committees.

Recommendation.—National Child Nutrition Advisory Committee lacks representation by a low-income parent. A Board of Education should have parents and students, especially on subcommittee projects, activities, etc.

12. Re limited compliance with Equal Opportunity—Civil Rights Compliance mandates for minority employees in upper levels of food program management (Over GS-12).

Recommendation.—It is suggested that, with all deliberate speed, the staff study as required by Public Law 94-107 be implemented. Overt steps are needed to correct this situation.

13. Re USDA programs moving to HEW?

Recommendation.—Put this rumor to rest by establishing Cabinet position for a Food Administration (and office). It is further suggested that Congress change the status of the Senate Select Committee on Nutrition and Human Needs to a permanent congressional status to deal legislatively with all aspects of food, nutrition and health.

In conclusion, may I call your attention to the Nutrition Bill of Rights of the American Dietetic Association to commemorate the Bicentennial Year: The right to good nutrition, the right to food choices, and the right to nutrition information.

Chairman PERKINS. You go ahead, Ms. Baker.

STATEMENT OF LOUISE W. BAKER, FOOD SUBSIDIES COORDINATOR, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Ms. BAKER. Mr. Chairman, and members of the subcommittee, I am Louise W. Baker, food subsidies coordinator, Food Services Branch, District of Columbia Public Schools. May I express my sincere appreciation for the opportunity to speak before this subcommittee today.

I am here today as a strong supporter of the food distribution program. In 1951, Public Law 159, 82d Congress, authorized the Board of Education, of the District of Columbia, to enter into a contract with the U.S. Department of Agriculture, for the distribution of surplus foods, to eligible recipients in schools operating nonprofit food service programs; summer camps for children; nonprofit service institutions for children; charitable institutions, and State correctional institutions for minors.

The main objective, of the commodity program, is to find constructive use for any part of our food production that cannot move through commercial channels at prices fair to farmers. With the purchase of these foods, markets are strengthened, and food, which otherwise might not be eaten, are used to improve the diets and health of schoolchildren and needy persons. The program has now been extended to the summer feeding programs and title VII program.

I would like to briefly point out several improvements in the commodity program.

First, a wider variety of foods is being purchased today. Several years ago, only basic commodities were available for distribution, such as butter, dry milk, rice, cheese, rolled oats, and flour.

The program now provides canned and frozen meats, frozen orange juice, canned fruits and vegetables, and oils and shortening as well as the so-called basic foods. With the purchase of a wider variety of foods, eligible recipients can now use limited funds to purchase and serve items never before offered.

Second, efforts are being made by the Department of Agriculture, to spend all moneys made available during each fiscal year, for the purchase of donated commodities. This effort has been most obvious since the cash-in-lieu-of commodities amendment to the program.

Third, the use of donated foods in educational programs has helped students in various phases of schoolwork. The use of these foods can be the beginning of a good diet. Teachers, nutritionists, and cafeteria workers are banding together to show how donated foods can be used and what other foods are needed to complement them.

Although the program has progressed in many ways there are still several problem areas. Much is left to be done in teaching people to make better use of donated foods. An example is that many outlets do not make wide use of nonfat dry milk. Therefore, they refuse to accept it, when it is offered to them.

Although commodities are being purchased in a more bountiful supply, notification of foods being purchased is not given in advance. If this could be done, it would prove to be very helpful, but there is always the fear of late deliveries.

In many instances, the school year is nearly over before commodities are received. In some cases, commodities offered are never received. This makes it almost impossible to include these foods in advance menu planning. It also leads to large inventories in overcrowded warehouses with the possibility of infestation and spoilage.

Food allocated to a State, but not accepted by the State, is charged against the State's allocation. This causes some States to accept food items that are slow movers, as well as quantities that cannot be used in a reasonable amount of time.

When foods are offered to a State, which cannot be used, the State agency should be allowed to request other items, with these funds, that can be used.

We feel that the purchase of donated foods by the Department of Agriculture will be more beneficial to our programs than the cash-in-lieu-of commodities. We do not feel that we can receive the same overall value for the dollar on the open market purchases.

The following shows the breakout of the dollar value for the various commodities programs administered by the District of Columbia public schools during the 1976 fiscal year.

For the national school lunch program it was	$1, 267, 406
The school breakfast program	121, 494
Transitional period which is July through September	4, 433
Institutions, and these are the residential institutions as we knew them before Public Law 94-105	79, 558
The transitional period, July through September	28, 282
For the title VII program, the elderly feeding	77, 124
Making a total of	1, 578, 297

Donated foods are distributed in the District of Columbia to 193 public schools, 13 private schools, 28 residential institutions, and 5 project sites under title VII.

Mr. Chairman, I thank you for the invitation to testify before this committee.

Chairman PERKINS. Ms. Baker, you are the coordinator of commodity distribution here in the District of Columbia, and with all the problems that you have mentioned with commodities, assuming that you had your choice from the standpoint of purchasing commodities with cash, or proceeding under the curent method of commodity distribution, what would be your election?

Ms. BAKER. Mr. Chairman, I think that we would still prefer the donated foods. The only thing that we are asking is that we have a little more coordination on the purchasing and the time frame in which we receive the commodities.

Chairman PERKINS. How do you feel we can go about that?

Ms. BAKER. I think that the first thing would have to be, as State agencies, we would have to have some input on the purchasing of the commodities. When they go out for purchase, we should be notified immediately that these items are going out for purchase, and not after the fact, but before.

Chairman PERKINS. I agree with you that it should be before and not after the fact. But could we do that by way of legislation by setting up an advisory committeee of some type to consult with the commodities people so that it would be done before the fact?

Ms. BAKER. I think that we would be most appreciative, Mr. Chairman. If I am not out of order, I would like to ask for Mr. Jack Nelson from West Virginia, who is also in the commodities program, and can talk to you on a broader scope, if it would be permissible for him to come out.

Chairman PERKINS. Is he here?

Ms. BAKER. Yes; he is.

Chairman PERKINS. Come right around and go ahead.

STATEMENT OF JACK NELSON, COORDINATOR, COMMODITIES DISTRIBUTION, STATE OF WEST VIRGINIA

Mr. NELSON. I am Jack Nelson from the West Virginia Department of Agriculture, whch is the cooperative agency that handles all of the commodities for schools, institutions, and day care centers.

Ms. Baker surprised me a little bit when she asked if I would come up here and I am afraid that I have sort of lost the gist of the question that you just asked.

Chairman **Perkins**. How can we improve the distribution of commodities.

Mr. **Nelson**. Mr. Chairman, last weekend in Louisville, Ky., a joint USDA State Workshop was held concerning the problems of the donated foods program. Our association of State agencies involved in this had asked for such a meeting, and USDA granted this.

We feel that maybe some progress was made at this time toward this. I will say that the No. 1 problem, I believe, that was brought up at that time was this matter of not knowing what was to be purchased and when it was to be purchased.

It is my understanding that USDA, and we assume that we can take what they say at face value or we hope that we can, they intend to pursue this matter of possibly going to the point of putting out advance notice of items that they intend to purchase.

They will try to work with us a little more closely as to how these foods are scheduled. We would also like to see input from the schools, because they are the largest receivers of commodities, but from the other agencies also, on the products that will be purchased.

So, we do know that there are problems that arise from time to time, such as Ms. Van Egmond mentioned this morning, shipments that are delayed in being shipped. The beef that she referred to, which she received last week, was purchased for shipment during the month of March. It was not shipped during the purchase time.

I am not quite sure as to what can be done on this, unless it would be larger penalties assessed against the vendors when they are late in shipping, or a short-time removal of these particular vendors from the bidding list. Although I understand that there are problems with this also.

Chairman **Perkins**. Is there any disposition on the part of the Department of Agriculture, especially the Commodity Division, to permit the commodity coordinators, either at the local level, or at the State level, to have their input in a better and a more satisfactory distribution?

Mr. **Nelson**. When you say, distribution, sir, each year they do send out questionnaires.

Chairman **Perkins**. In the receipt of commodities.

Mr. **Nelson**. Not as such. We are operating at the present time under this system that Ms. Baker referred to. It is offered to the States, and the States, for various reasons, find it necessary to refuse the foods. The foods still count as a part of that State's 11-cent allotment per meal for that year.

Chairman **Perkins**. What is your suggestion on how we can go about improving it?

Mr. **Nelson**. One way that I believe this could be improved specifically under a surplus removal, or price support, such as the nonfat dry milk that was mentioned. There are times when some States can use some of these foods to a greater degree than others can.

One of these methods is through the processing contracts. If USDA would permit the authority, at least in the case of the 416 and the section 32 surplus removal foods, of a kinds exchange, or choosing one of these foods in lieu of another one.

For instance, West Virginia could use additional dry milk beyond the amount that was allocated to it, and perhaps they cannot use as much of the canned cranberry sauce. Perhaps we could choose to take additional milk and not have the rejection of some canned cranberry sauce used against us.

Chairman **Perkins**. Let me ask Mr. Geiger, the principal of Francis Junior High School. I notice that you were critical of the receipt of commodities and the redtape involved.

What suggestions do you have to offer? You say that there is too much time consumed by the principals and the designees to do the job required in connection with the administering of the program. What suggestions do you have in this regard?

Mr. **Geiger**. I hear two questions 'here. The first is commodity selection, and then it is the time consumption.

The suggestions as to what could be done to eliminate, I think, the waste of man-hours, one is the suggestion that Mr. Stewart made and that is the universal feeding plan, especially in the District of Columbia where we have such a high percentage of students who are eligible.

The amount necessary to administer, at least in the District of Columbia, has got to be more than what is taken in, in terms of the money that is collected from paying students versus the administration of the free lunch card, the applications, the weekly distributions, and the checking, the punching of cards. It takes a lot of time. I don't believe that it is paying for itself, is what I am saying. If it were eliminated, it would probably save money.

Chairman **Perkins**. Your suggestion, then, is to simplify the matter by restating it. You say that the punching of cards should be eliminated.

Mr. **Geiger**. I think knowing the form itself, the free lunch form, it is a monster. It is so complex. There are all kinds of things that have to go in there. There must be some sort of criterion that could be established.

Chairman **Perkins**. Compare that free lunch form with the requirements in the law, does it go far beyond the requirements in the law in your opinion? I have looked at one of those forms for a long time. I would like you to send one to the committee, for the record.

Mr. **Geiger**. I am not sure what the law says, or how the law reads, but I believe that it is basically income. There is more than just income on that form. There are quite a few things on there, such as name, address, telephone number, parents' name, address and telephone number, the number of other siblings in the family.

I think that probably many items on there that are irrelevant to what they are trying to establish, and that is income.

I will be happy to provide you with a form.

Chairman **Perkins**. You do that. (Form retained in subcommittee file.)

Ms. Brooks, as Executive Secretary on the Mayor's Commission on Food Nutrition and Health, what suggestions do you have for a better program?

Ms. **Brooks**. Thank you, Mr. Chairman, for asking me my opinion about that. For many years I have been a dietitian, which means that I have worked in these kinds of programs. However, I have never worked in the school lunch program per se.

My feelings come from the community in which I get which way the wind is blowing. I am very, very close to the community.

In my testimony, I explain the feeling in the District of Columbia. Even though we have many problems with the school lunch program, we have one of the better programs in the Nation. We would still like you to know that. But there are certain sensitivities that come out dealing with a lot of people and a lot of regulations.

I agree with the principal in saying that in order to qualify for certain kinds of services, like a free lunch, you have to give an arm and a leg of information in order to do so. Yet, I am in sympathy that we want to make sure that the people who need school lunches, get them.

Also, I feel that the day for having a universal lunch period, or a universal lunch program is somewhat in the distant future, because economically at this time it is not feasible. I do think there are certain sensitivities that involve the school lunchroom activities that parents need to be more a part of.

Even children who give their opinion about how they feel concerning some of these things. One of the suggestions that I made was to have more involvement on advisory committees by parents and by students.

I have a lot more in my written statement, if you would like me to go into it.

Chairman PERKINS. Charlie, do you have any questions?

Mr. RADCLIFFE. Thank you, Mr. Chairman.

You said that you had an enrollment of 750 students, and you serve only 450 type A lunches daily.

Mr. GEIGER. That is right.

Mr. RADCLIFFE. What is it that accounts for the 300? I assume that most of the remaining 300 would be eligible for free or reduced price lunches.

Mr. GEIGER. The difference is the students who bring their own lunch, and we do have some a la carte items, such as sandwiches and milk or juice. So they will not avail themselves of the type A lunch.

Mr. RADCLIFFE. Do you have any idea how many of those are eligible for the free or reduced price lunches?

Mr. GEIGER. I would venture to say, very few. Most of the students who are eligible for free and reduced price lunch do take advantage of it.

Mr. RADCLIFFE. Thank you, Mr. Chairman.

Chairman PERKINS. Let me thank the entire panel. You have been very helpful to us, and we thank you for your appearance here today.

At this time, the committee will adjourn, subject to the call of the Chair.

(Whereupon, at 1:45 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.)

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF THE NATIONAL EDUCATIONAL ASSOCIATION

The National Educational Association, representing 1.8 million teachers, appreciates this opportunity to comment on the school lunch program and commends the House Subcommittee on Elementary, Secondary and Vocational Education for conducting oversight hearings on the child nutrition programs, especially those centered around the elementary and secondary schools.

For the past thirty years, Congress has demonstrated its concern for the nutritional needs of our nation's children through the establishment and expansion of the school lunch program. The gravity of the problem facing the school lunch program is demonstrated by the fact that the 94th Congress had to override a Presidential veto in order to extend the child nutrition programs.

The school lunch program and the other existing child nutrition programs are fundamental to the health and education of our children. The NEA has long been a supporter of school feeding programs. As teachers, our members are well aware that it is no idle cliche to point out that a hungry child cannot learn. Teachers know that school food programs are working. Every day they see the direct results—lower absenteeism, fewer discipline problems, reduced health care problems, and increased academic achievement.

In short, the school lunch program is providing an excellent investment for the future. It is for this reason the NEA wishes to express its deep concerns over the Administration's proposed block grant child nutrition program and the effect enactment of such a proposal would have on the progress this nation has made in child nutrition during the past three decades.

It is our belief that, although under the disguise of a block grant program, the President's proposal would actually eliminate important programs such as the special milk program and the Women, Infants and Children program and would work to destroy the school lunch program as we know it today.

Under the Administration's proposal, federal assistance for the paying child in the school lunch program would be eliminated, with only the neediest of the needy being helped. The NEA is concerned that the low and middle income child would, in turn, be priced out of the school lunchroom. In a 1973 report, the Senate Select Committee on Nutrition and Human Needs estimated that each increase of one cent in the cost of the meal to the paying child results in a one percent decrease in participation. With this decreased participation, production costs would increase, meal prices would be forced even higher, and more and more families would find they could no longer afford the school lunch price tag every day.

The NEA urges this Subcommittee and this Congress to work towards expansion of the school lunch program so that we might assure that all children have an opportunity to participate regardless of their economic status.

The NEA shares the concerns of the Subcommittee on the issue of plate waste in the school lunch program, and we look forward to hearing the recommendations of the USDA and local school food service personnel on this subject. Although elimination of the waste problem cannot be achieved overnight, it is our belief that such plate waste can be reduced to a minimum by the conscious efforts of school administrators, food service personnel, teachers, and parents.

In addition, nutrition education must become a part of our regular school program. Thorough understanding of the principles of good nutrition is lacking among teachers, pupils, and their parents. The school lunch program serves as a valuable tool for teaching good nutrition as a part of day-to-day living experience, translating learned concepts into actual use.

Again, we appreciate the Subcommittee's concerns over the future of federal child nutrition programs and are hopeful that these hearings will again focus national attention on the importance of these programs to the full development of our children.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., June 14, 1976.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee, Subcommittee on Elementary, Secondary, and Vocational Education, Washington, D.C.

DEAR MR. CHAIRMAN: Mrs. Ruth M. Hose, legislative chairman of the Florida School Food Service Association, Inc., recently sent to me a set of resolutions concerning school nutrition programs. The resolutions were approved by the Association without a dissenting vote at its recent annual convention.

I understand that your Subcommittee has scheduled hearings on school nutrition programs for June 17. I am enclosing copies of the resolutions adopted by the Florida School Food Service Association, and I would deeply appreciate your including these resolutions in the official record of the hearing.

With kindest personal regards, I am

Sincerely,

CHARLES E. BENNETT.

Enclosures.

FLORIDA SCHOOL FOOD SERVICE ASSOCIATION, INC.,
May 13, 1976.

Hon. CHARLES E. BENNETT,
Representative from Florida,
Washington, D.C.

DEAR REPRESENTATIVE BENNETT: On March 23, 1976 as a follow-up on our legislative conference in Washington, D.C., March 1-3, a position paper in the name of the Florida School Food Service Association was sent to Senator Stone. A copy was shared with you.

The Florida School Food Service Association held its annual convention in West Palm Beach, April 29 May 2 and the enclosed resolutions were introduced in the House of Delegates and passed without a dissenting vote. This, then, is the official stand taken by our organization and we trust it will assist you in understanding our concerns and establishing some school feeding budget priorities.

Sincerely,

(Mrs.) MARILYNNE MEIKENHOUS,
President.
(Mrs.) RUTH M. HOSE,
Legislative Chairman.

RESOLUTION

Whereas, it is the right of every child to have the best possible nutrition so that his opportunity for learning and living a healthful, useful and productive life is not impaired, and

Whereas, all children need one or more nutritionally adequate meals at school daily, and

Whereas, each Congress for the past thirty years has had concern for the health of the nation's children by passing legislation which has supported school feeding programs, and

Whereas, Board of Education and School Administrators have through the years painstakingly initiated and nurtured school feeding programs, and

Whereas, The United States Department of Agriculture, in a comprehensive study of Child Nutrition Programs in July 1974, has stated "variations in participation depend significantly upon the relationship of price to participation". Studies indicate that participation by the paying student decreases five percent with each five cent sale price increase, and

Whereas, school meals must be priced so that the majority of children are able to participate, and

Whereas, the President's proposal would increase the sale price of lunches by at least twenty-five cents, double the price of special milk, and would eliminate the School Breakfast Program, Commodity Program, and the Special Food Service Program for Children,

Whereas, the poverty child would be identified as the only pupil eating at school at public expense and his identification made evident by his singular participation: Now be it therefore

Resolved, That the Florida School Food Service Association House of Delegates, meeting in West Palm Beach April 30, 1976, is totally and completely opposed to the Presidential budget proposal to make a bloc grant to states and to eliminate federal reimbursement for lunches served to paying children and other child feeding programs.

Resolution passed: April 30, 1976.

RESOLUTION

Whereas, current proposed regulations would allow senior high school students to select any combination of three of the four components of the Type A lunch, and

Whereas, this would permit students to consistently exclude fruits, and vegetables from their lunch, and

Whereas, it would discourage the managers from attempting to offer choices and quality foods that students will choose in order to lower food costs, and

Whereas, such a program promotes a la carte sales in lieu of the nutritionally adequacy of the Type A lunch and, therefore, would not safeguard the health and well being of Florida's children, and

Whereas, such a program would be impossible to administer: Now be it therefore

Resolved, That the Florida School Food Service Association House of Delegates, meeting in West Palm Beach April 30, 1976, strongly opposes the adoption of this policy as a means of reducing plate waste.

Resolution passed: April 30, 1976.

RESOLUTION

Whereas, by law the Secretary of Agriculture each year must prescribe an income poverty guideline which sets forth the income levels by family size, and

Whereas, the National School Lunch Act as amended does not require that this income scale be included in the Free and Reduced Price Meal and Free Milk Application, and

Whereas, placing the income scale on the application too often results in the income being reported just a few dollars below the maximum allowance, and: Now be it therefore

Resolved by the Florida School Food Service Association House of Delegates, meeting in West Palm Beach April 30, 1976, that the income scale be removed fro mthe Free and Reduced Price Meal and Free Milk Application forms and the place of employment and social security number be added.

Resolution passed: April 30, 1976.

RESOLUTION

Whereas, PL 30–150 requires that children who qualify for a free lunch must also be served an additional one-half pint of milk free, and

Whereas, this program is discriminatory because it immediately identifies the free student, and

Whereas, it is the consensus and opinion that the free milk could be eliminated at an estimated cost saving of $900,000 in Florida, and

Whereas, there is some question as to the necessity for an additional one-half pint of milk when one-half pint meets the requirements of the Type A lunch, and

Whereas, often two half-pints of milk are too much for the student which results in drinking milk in lieu of eating the other components of the lunch which is nutritionally unsound and creates waste, and

Whereas, it is questionable whether the time and effort spent in accounting for and administering the program justifies any benefits and cost: Now be it therefore

Resolved, That the Florida School Food Service Association House of Delegates, meeting in West Palm Beach April 30, 1976, vehemently opposes the free milk requirements of the Special Milk Program for Children and requests that it be rescinded beginning with the 1976–77 school year.

Resolution passed: April 30, 1976.

TACOMA PUBLIC SCHOOLS,
Tacoma, Wash., June 15, 1976.

HON. FLOYD HICKS,
House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE HICKS: The Board of Directors of Tacoma School District No. 10 encourages you to oppose HR 13208 "The Child Nutrition Reform Act of 1976" as written. As we understand the legislation, the title is a misnomer.

This Bill would not "reform" child funding programs, but would eliminate programs we have worked 30 years to perfect and make meaningful to our Tacoma boys and girls. As the Bill is written, only very needy families would be assisted. The paying student would be denied the reimbursements for his meals as well as the food commodities allocated for his meals. This would boost the price of a meal at least 30¢ for the average income family. We feel the program would then be a "poverty program" only. The breakfast program for students in all categories would be eliminated.

This year we served 3,152,293 total lunches to children in 56 schools. Of these, 43% were free and 8% were reduced price lunches. Breakfasts served this year in 37 schools totaled 717,883.

Should the legislation remain as written, there would, no doubt, be a decrease in participation, and would be reflected in job losses for current Food Service employees. Industry supplying school Food Service programs would also be affected by the decreased participation.

Most seriously, our children would miss the well balanced, tasty daily lunches and breakfasts that are now supplying a large part of their nutritional needs. Please urge revision of this Bill to continue a reimbursement for the paying student.

Thank you for your past interest and support of child feeding legislation.

Sincerely,

TACOMA SCHOOL DISTRICT NO. 10,
TONEY SHELTON,
Business Manager and Deputy Secretary, Board of Directors.

NATIONAL ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS,
Arlington, Va., July 26, 1976.

Mr. JOHN F. JENNINGS,
Majority Staff Counsel, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR JACK: I have received some materials from one of our members in Missouri relative to the food waste problems in school lunch programs. These are reports from a study he did in 1974 and again in 1976. His point seems to be that if the children can make the choice of whether or not they want to eat the food prior to having it put on the tray, significant savings should result. He is not opposed to school lunch programs but he is opposed to waste in school lunch programs.

I have also run across an article dealing with the food waste issue in the July/August edition of The School Food Service Journal. I'm enclosing a Xerox copy of that article for your information, also.

As these are the only materials we have received on this issue, we did not feel it appropriate to seek an opportunity to testify before the Committee in person but would hope that this information may find its way into the hearings record.

We hope that Mr. Perkins, you, and the Committee will find this information of additional assistance in your current endeavors.

Cordially,

EDWARD P. KELLER,
Deputy Executive Director.

April 6, 1976

Hamburger on Bun
Tator Dollars
Lettuce Salad
Chocolate Pudding
Milk

April 7, 1976

Barbecue Beef on Bun
Buttered Green Beans
Peach Half
Raisin Clusters
Milk

April 8, 1976

Spaghetti w/Meat Sauce
Dinner Rolls
Crisp Cole Slaw
Homemade Cake
Milk

April 9, 1976

Fish Sandwich
Tartar Sauce
French Fries
Homemade Cookie
Fruit Cocktail
Milk

John F. Hillwick
REED School
9060 Ladue Rd.
ST. Louis, Mo. 63124

Office 991-1456

~~Home 994-1051~~

School District of the City of Ladue
Reed School Cafeteria
Lunch Waste Experiment
April 6, 7, 8 and 9, 1976

Date	Milk Served in Pounds	Milk Waste in Pounds	Approximate % Wasted
April 6, 1976	108	21.5	20
April 7, 1976	107.5	18	18
April 8, 1976	104.37	16	15
April 9, 1976	96.25	18.25	19

Date	Solid Food Seraved in lbs.	Solid Food Wasted in lbs.	Approximate % Wasted
April 6, 1976	67.5	17	25
April 7, 1976	41.22	20.5	50
April 8, 1976	88	35	40
April 9, 1976	54.75	17.25	32

School District of the City of Ladue
Reed School Cafeteria
Lunch Waste Experiment
November 4, 5, 7 and 8, 1974

Date	Milk Served in Pounds	Milk Waste in Pounds	Approximate % Wasted	Solid Food Served in Pounds	Solid Food Wasted in Pounds	Approximate % Wasted
November 4, 1974	78	30 3/4	38	102 1/2	27 3/4	25
November 5, 1974	86	37 1/2	44	76	28	37
November 7, 1974	86	32	37	76 1/2	26 3/4	34
November 8, 1974	83	37 1/2	45	84	31 7/8	38

Family-Style Dining: Only Way to Eat

Family-style dining means more than just eating communal meals. Here, this Garden Place Elementary School student shows one of the areas of responsibility by serving her classmates.

Denver, CO—Two elementary schools here—Del Pueblo and Garden Place—are located miles apart geographically. But when it comes to the problem of food waste, each school found a common means to alleviate the throw-out rate—family-style dining.

Although these two schools' programs shared objectives and received favorable responses from the kids, the programs did vary to suit each school's particular needs.

To begin with, Del Pueblo is no ordinary elementary school. It has no designated grades as such, but groups the students according to age in five "family" units. Family names like Mayans, Toltecs, and Aztecs reflect the students' predominantly Chicano background—85 percent. The school is more of a group, with all that implies, rather than an individually competitive educational system. Even the brightly colored walls and classrooms as well as handicrafts seen in the hallways and classrooms exhibit an unorthodox appeal. So, beginning a family-style eating experiment seemed to fit in naturally with the school's spirit.

But the program probably wouldn't have come about if it hadn't been for teacher Barbara Rinkenbach who was more than just displeased with the amount of plate waste she observed. Rather than take her complaint to school administrators, Ms. Rinkenbach first resorted to a group of people who would benefit most from a new program—schoolchildren. She asked her 11- and 12-year-old students how they felt about the excess of wasted food. Not surprisingly, they were very concerned and proceeded to establish a survey that measured the amount of food thrown away during the normal lunch hour.

The survey, having proved Ms. Rinkenbach's point statistically, prompted her to devise the family-style eating program. She approached Principal Victor Romer who wholeheartedly endorsed the proposal. He said, "I am a firm believer that schools have to be a much more human place for children." In other words, the program would fit in well with the scheme of things.

Next, Ms. Rinkenbach acquired the necessary support from the foodservice staff, particularly cafeteria manager Barbara Wycoff. The lady in white remarked, "Children like anything that's new and different and anything that will increase their thinking about food and help eliminate plate waste."

With full support behind her, Ms. Rinkenbach set up the program with the help of the foodservice department. During the winter months, her 25-student class became involved in six irregularly scheduled family-style meals. The menus, which were the same as those served to the rest of the school, ranged from submarine sandwiches to turkey à la king. The foodservice staff assembled all of the necessary equipment and food and wheeled it into their classroom.

At each of the tables, which were

(continued on page 2

Food Waste Study

Not only did students who participated in the family-style eating program display table manners, politeness, and a sense of responsibility, but they also proved to be more conscious about wasting their food. This chart represents the percentage of food waste for both the regular cafeteria students and those involved with the special program at Garden Place School.

	Family-style Group (57 served)			Rest of School (233 served)		
Item	Total Weight Served	Total Weight Waste	Percent Waste	Total Weight Served	Total Weight Waste	Percent Waste
Barbecued Beef on Bun	11 lb., 4 oz.	5 oz.	2.7	67 lb., 6 oz.	7 lb., 2 oz.	10.6
Green Beans	7 lb., 4 oz.	7 oz.	5.9	28 lb., 13 oz.	3 lb., 9 oz.	12.5
Cole Slaw	4 lb., 8 oz.	7 oz.	9.7	14 lb., 8 oz.	3 lb., 7 oz.	24.0
Peanut Butter Cookie	3 lb., 0 oz.	0 oz.	0	10 lb., 14 oz.	13 oz.	7.7
Bread and Butter	5 lb., 6 oz.	3 oz.	3.4	—	—	—
Milk	—	—	—	116 lb., 8 oz.	2 lb., 4 oz.	1.9
Total Weight	31 lb., 4 oz.	1 lb., 4 oz.	4.0	238 lb., 3 oz.	17 lb., 2 oz.	7.2

arranged hexagonally with six per table, a student would set the table, handle the serving chores, and clear. Students had to try everything on their plates but weren't forced to eat everything if they didn't want to. Following each meal, students determined the amount of plate waste and kept a running tally for the duration of the program.

After the primary objective of reducing food waste was achieved, the objectives changed. Commented the young teacher with a touch of pride in her voice, "It became important to use proper manners, politeness, and to learn responsibility." The kids responded as hoped.

Students' attitudes were just as enthusiastic as their teacher's. They made their own Bicentennial placemats, which were then laminated. This gave the pupils a feeling of active involvement.

The program didn't just focus on lunchroom behavior, however. Prior to each meal, classroom activities revolved around nutrition education. With information supplied by the lunchroom staff, students learned about Type A meal components and why certain foods are necessary to maintain good health. Ms. Rinkenbach did some digging of her own for nutrition information too. One project consisted of displaying pictures of various foods and having the kids identify and discuss each food.

Despite the program's success, Ms. Rinkenbach reflected, "I would have preferred to have done it on a bigger scale, more often, and to have it include all of the children. We should try to get this family-style eating program in the lunchroom always. I think it can be done, and there isn't a reason not to have it done." All of which means she would like to do it again next year if possible.

Perhaps the greatest compliment to the vigor and dedication that Ms. Rinkenbach exhibited came from Mrs. Wycoff. She said, "She's a teacher who is very interested in her children. She's a top grade teacher."

Romero, a believer in the program from the beginning, offered an incisive comment that put the program into a larger perspective. Said the principal thoughtfully, "Anything we can do at school to make it a more enjoyable place, like it is out there, outside the school walls, is something that will help. The program is one thing that helps. I think school should be an extension of their life, not something different."

On the other side of town at Garden Place school, the idea for a family-style eating program originated from a completely different source—England. In the summer of 1975, two elementary teachers—Dr. Janice Hagen and Carol Plotka—traveled across the Atlantic for two weeks as part of a seminar to study England's school curriculum and foodservice. There, they noticed that the family-style eating program was highly successful. Even before returning to the States, they tossed out the idea to Principal Viola Kruz. Amidst the hustle and bustle in the airport, Mrs. Kruz immediately agreed.

When asked why the teachers thought a typically English foodservice program could work in their Denver elementary school, Dr. Hagen forthrightly replied, "Why not? It just didn't occur to me that it couldn't work."

With their enthusiasm now brought homeside, the pair approached cafeteria manager Mary Lesser about the idea and received a favorable response. She in turn checked it out with her supervisor, and the game plan was laid out.

One day a week for approximately eight months, the two teachers' classes of about 27 each plus a special education class, marched to the cafeteria before the

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rest of the school for their 45 minute (when all went smoothly) family-style lunch. Ten tables for about ten kids each were set-up for the program.

Initially, one server per table served all of the food at that table. After each student had a turn at this responsibility, the teachers adopted a new method of passing bowls and having the students help themselves.

Like their counterpart school—Del Pueblo—Garden Place kept a running chart on plate waste (see sidebar). A noticeable decrease resulted, as did a number of other positive achievements. The kids enjoyed a leisurely meal in a relaxed atmosphere, one that provided a communal feeling. Manners, politeness, and other table responsibilities were developed and became part of the students' demeanor.

Meanwhile, back in the lunchroom, the program added a heavier workload for the foodservice employees. An extra employee was hired for the special day in order to assist with the special arrangements, lunch payments, and table numbering according to that day's attendance records.

Also adding to the workload were occasional guests, but the foodservice staff never complained. In fact, they got a kick out of seeing parents and school board members indulging in the meal with students.

Before each week's family-dining day, Mrs. Lesser supplied the teachers with a copy of her *School Foodservice Journal* to serve as material for nutrition education lessons in the classroom. So, when the kids came down to the cafeteria to eat, they knew more about foods and could appreciate the experience to a greater degree.

Everyone involved with the program at Garden Place school commented that they would like to do it again next year. But as the school will undergo a restructuring of grades next year, that possibility remains to be seen.

Without the active involvement of all the teachers, principals, and foodservice staffs, the family eating program would have remained just a nice idea and never would have been made a reality. And for the other faction—the students—the words from cafeteria manager Mary Lesser will suffice: "The kids loved it." They learned, too.

School Foodservice Journal,

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

THURSDAY, JUNE 24, 1976

House of Representatives,
Subcommittee on Elementary, Secondary
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 8:15 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Lehman, Mottl, and Goodling.

Staff present, John F. Jennings, majority counsel; Beatrice Clay, secretary; Patrick Murphy, clerk assistant; and Charles Radcliffe, minority counsel.

Chairman Perkins. The subcommittee will come to order.

Let us close the doors, so we can hear. We have a quorum present.

Again, today, the subcommittee is continuing its oversight hearings on the child feeding program and related programs, principally authorized by the National School Lunch Act and the Child Nutrition Act.

We began these hearings in Ashland, Ky., on February the 20th, and we will conduct 3 weeks of hearings here in Washington. Then, we will move to Dade County, Fla., and other inner cities throughout the country as well as some rural areas.

After that, we plan additional hearings here in Washington, and in other localities.

It is the purpose of these hearings to measure the accomplishments of the child feeding programs, and discuss the difficulties which have presented themselves in the program.

I would like to take a moment at the outset to mention the progress that has been made in the development and expansion of these child nutrition programs within the past 10 years. I believe that this growth has been truly extraordinary.

In 1966, the funding levels for all of the programs, as authorized under the National School Lunch Act, was $400 million. In fiscal 1976, we have now increased these expenditures to $2.7 billion.

In 1966, there were 18 million children participating in the school lunch program, and 2 million of whom were receiving free and reduced price meals. Presently, there are 26.6 million children participanting, with 11.5 million children receiving free and reduced price meals as compared with the million back in 1966.

So, in the school lunch program the results, I think, speak for themselves.

The school breakfast program did not exist 10 years ago. Now, not only is it a permanent program, but it is serving 2.4 million children.

In 1966, there was no summer food service program. Last summer, 4.4 million children were participating in the program, and all receiving free meals.

These past 10 years clearly reflect the progress that these programs have made. As recently as March of last year, Congress passed Pubile Law 94–105, the National School Lunch Act, and the Child Nutrition Act Amendments of 1975. This act further expands and improves these child nutrition programs.

I know that there are a myriad of issues which will arise during these hearings, but in order to provide some focus for our discussion, I would like to pose the following four questions, as our major issues.

1. How have the Department of Agriculture and the States implemented the changes mandated by our amendments of last year? In particular, how has the reduced price provision been implemented; and how have the changes in the summer and child care feeding programs been implemented?

2. To what extent is plate waste a problem in the program? Has the shift, in a number of communities, to prepackaged, mass produced meals led to a decline in the quality of the food being offered?

How have children's taste for food changed with our school lunch personnel changing the type of food being offered in the program?

Have the commodities which are being provided, measured up in quality to the nutritional standards set by the Department?

3. Have the prices charged to the children increased in the program throughout the country, and has this resulted in a decline in the number of paying students; or have increased prices meant that more students have gone into the free and reduced price lunch parts of the program?

4. Lastly, what effects would the administration's massive consolidation of 15 separate programs into a block grant have on the program locally, and in particular what would be the effects of cutting back by $1 billion in Federal funding as proposed by the administration's block grant proposal?

These are four major issues, as I see them in these hearings. I, of course, do not mean to preclude any member of the committee from calling any witnesses that they may prefer, or any witness from discussing any other issues. But I do believe that it would be helpful to focus on these four.

I hope that the end results of these hearings will be improvements in the way the Department is administering the program, and possibly an improvement in the legislation itself.

In connection with the proposal to consolidate, let me say that we are presently spending $3 billion. The President's proposal would cut this back by $1 billion, in his so-called block-grant proposal.

This is the same old game of "Planky-Planky Pluke" that has been around here a long time. The benefits will all accrue to one party, and nothing to the other, nothing to the recipients.

I say that because this WIC program which has been in a lawsuit, $250 million dollars was appropriated, I believe, and the courts have held that that money must be spent. The administration proposal would leave that discretionary with the States, whether they wanted to spend any money for the WIC program. It would be left entirely up to the State legislatures, and some States may say, yes, and the majority of them may say, no.

Also, many programs under the child feeding program would be entirely discretionary within the States. I feel, that the administration's proposal has not been carefully thought through from the standpoint of the welfare of the children in this country.

As we go along here, and we develop the record, the record will so disclose.

There has been some complaint about the quality of the meals. I, as chairman of the committee, went into the nutritious quality of the meals several years ago, at length, to make sure that we were serving a type A lunch, a nutritious meal, well balanced from the standpoint of the various nutrients that are required in order to keep a child on a healthy diet.

I am glad to welcome the Administration this morning. We will first hear from Mr. Richard L. Feltner, Assistant Secretary for Food and Nutrition Services, Department of Agriculture.

Then, we will hear from Dr. John Perryman, executive director of the American School Food Service Association; Ms. Gertrude Applebaum, director of food services for Corpus Christi public schools; Ms. Janet Shinn, director of food services for the Miami public schools, and finally from Ms. Carol Hawk, who is with the food program administration for the State of New Jersey.

Go ahead, Secretary Feltner, and identify yourself, and then proceed.

STATEMENT OF RICHARD L. FELTNER, ASSISTANT SECRETARY, MARKETING AND CONSUMER SERVICES, DEPARTMENT OF AGRICULTURE

Secretary FELTNER. Mr. Chairman, and members of the committee: I am Richard L. Feltner, Assistant Secretary for Marketing and Consumer Services.

We welcome this opportunity to meet with you today to review the Federal-State child nutrition programs. My statement will cover a number of items of interest and concern to us all, including the four questions which you raised just a moment ago.

They will include our progress in implementing Public Law 94-105, the proposed "Child Nutrition Reform Act of 1976," and the use of donated commodities in the child nutrition programs.

But first, Mr. Chairman, I would like to recall the occasion of my last appearance before this committee. That was about 15 months ago, in March of 1975, when the committee was reviewing a number of legislative proposals pertaining to the programs. Those hearings ultimately led to the enactment of Public Law 94-105.

In his 1976 budget, submitted to Congress the preceding January, the President had proposed simplifying the then already complicated and overlapping child nutrition programs by consolidating all child nutrition funding into a single block grant.

This would have provided State governments more flexibility in the design and operation of child nutrition programs in their States. The block grant proposal offered a fresh new approach to the longstanding Federal commitment to provide needy children access to good meals at school and elsewhere.

In addition to the administration's proposal, the committee had under consideration H.R. 3736, a committee bill which proposed a simple extension of the summer program, brought the child care program under the national school lunch program, extended the special supplemental food program for women, infants and children program, and it increased eligibility for reduced price lunches to 100 percent above the national income proverty guidelines. It also included a number of needed technical amendments.

Other legislative proposals, then under consideration by this committee, took an opposite tack. Rather than reducing the number of programs they were proposed to be increased. No reduction in the excessive complexity of the programs was offered.

Instead, these other proposals threatened to introduce even more detail and redtape into child nutrition activities. The obvious potential for overlapping and duplicating of the benefits of other programs was not examined.

In short, these other legislative proposals, in seeking an increase in Federal payments and expansion of eligibility, would result in even more complexity and more cost to the taxpayers.

As we all know, these points of view prevailed and were embodied in Public Law 94-105, which was enacted over the President's veto last October.

Back in March 1975, I believe it was the general intention of this committee to introduce legislation that would have provided a modest increase in Federal assistance and would have corrected certain deficiencies and anachronisms in the National School Lunch and Child Nutrition Acts.

I doubt that any of us present at last year's hearing foresaw that the committee would report out such expansionary and costly legislation at a time when the will of the President, the sense of the Congress, and the mood of the American public called for a careful reexamination of this form of Federal involvement.

Briefly, Public Law 94-105 expanded Federal subsidies to the nonpoor by:

(1) Greatly expanding coverage of reduced price meals, by mandating their service in all schools and increasing eligibility to 95 percent above the income poverty guidelines, or $11,110 for a family of four.

(2 Expanding the number of institutions that may participate by redefining the term "school" to include residential child care institutions such as hospitals, juvenile detention centers, halfway houses, orphanages, and homes for the mentally retarded.

(3) Establishing a separate summer food service program with much more liberal eligibility standards and incentives to sponsors than its predecessors and providing that all children receive free meals regardless of income if, at least, one third of the children are eligible for free and reduced price meals.

(4) Establishing the child care food program which supports food service to children in child care settings other than in schools.

This extends Federal involvement in child nutrition to every stage in childhood and to about every away-from-home situation.

(5) The school breakfast program was made permanent and will be expanded as USDA, in cooperation with State educational agencies, develops outreach plans to make the program available to all schools.

(6) The women, infants, and children—known as the WIC program was extended, and authorization was more than doubled to $250 million.

A number of other provisions of considerable merit were included. A key change eliminated the requirement that high school students accept offered foods they do not intend to consume. This will help reduce food waste in the lunchroom.

Another needed revision was to remove free and reduced price meals from the formula used to calculate the 3-to-1 matching requirement. Finally, the income poverty guidelines were revised to utilize more current statistics.

The many revisions and tight deadlines for their implementation posed a tremendous challenge to our department staff and their cooperators in State governments. I am more than satisfied with their response in meeting this challenge.

To be sure, we were unable to make some of those deadlines, but overall, everybody involved did the best possible job under very trying circumstances.

Later in our discussion, I will be pleased to answer any questions you may have on our progress in implementing Public Law 94-105.

But to clearly demonstrate the impact, the child nutrition program budget has continued to rise. Total spending for child nutrition programs including special milk was $2.1 billion in fiscal year 1975, and in fiscal year 1976 it is projected to be over $2.7 billion, and the estimate for 1977 exceeds $3.1 billion.

In fiscal year 1977, approximately $66.4 million will be for children from families with incomes over 195 percent of the poverty level, and keep in mind that this is $11,110 for a family of four.

A total of nearly $850 million will be provided to subsidize children over the poverty level, while nearly 700,000 needy children do not now participate in the existing programs at all.

Now, I would like to say a few words about the block grant itself. One of the bills referred to the committee this year is H.R. 13208. This is the second submission of the block grant, but in a somewhat altered form, to accommodate the new insights into the operation of such a program that we were able to gain through a year of careful review of the options available to us.

As I have stated, the administration of the child nutrition programs under the National School Lunch and Child Nutrition Acts is a complicated process. These acts authorize some 15 programs which are often overlapping and duplicating as well as very costly.

As an alternative to this situation, the President has proposed the Child Nutrition Reform Act of 1976. This bill would consolidate Federal financial assistance to States for child nutrition into a comprehensive block grant program.

As the President noted in his message to Congress, transmitting the Child Nutrition Reform Act of 1976, the present child nutrition programs provide subsidies for meals served to all children, regardless of income or nutritional need. The effect of Public Law 94–105 will be even more money spent on nonneedy children.

The President believes that the Federal Government has a responsibility to provide nutrition assistance to those most in need. At the same time, that the existing Federal taxpayer subsidies for the meals of children from families able to feed themselves extends that Federal responsibility beyond the appropriate point.

For these reasons, the President has prepared this most important piece of legislation which would:

(1) Provide financial assistance to States based on cost of feeding all needy children.

(2) Consolidate 15 complex categorical and overlapping programs into a single block grant to States, increasing their flexibility in administering these programs and at the same time save the taxpayers nearly $900 million in fiscal year 1977 by reducing assistance to nonneedy children.

(3) Remove unnecessary restrictions and redtape governing the way meals are provided to needy children.

(4) Give concerned organizations and individuals in each State an opportunity to be involved in the planning of child feeding programs.

Let me explain briefly how it would work. Under the block grant States would no longer be reimbursed for meals served, but would be provided a lump-sum amount based on the number of needy children that the States intend to reach with food service.

We believe this method of allocation will encourage States to design food service programs to reach all needy children in order to maximize the amount received by the State.

States will be entitled to a grant which will be sufficient to fund for 225 days, one-third of the recommended dietary allowance for every needy child aged zero through 17 residing in that State. The calculated cost of one-third of the RDA will be adjusted annually based on changes in the consumer price index for food away from home. These changes will allow the States to keep pace with any inflationary trends in the economy.

The determination of eligibility will be based upon poverty guidelines prescribed by the Office of Management and Budget which for fiscal year 1977 set the family income level for a family of four at $5,500.

The cost of one-third RDA for fiscal year 1977 for children aged zero through four is estimated at 50 cents per day and for children 5 through 17 is 94 cents per day. Each State will receive cash or commodities equal to its entitlement, with no funds provided for those needy children excluded from State food service plans. The value of commodities to be provided would be limited to 40 percent of the grant.

The State will develop a plan of operation to be approved by the Governor under a sunshine provision requiring a public hearing and comment process in the State to insure that the plan is responsive to local needs and desires.

The plan will provide information regarding the State's program and objectives for providing meals to children within the State. It would include an estimate of the number and percentage of needy children and other children in the State to whom meals will be made available and State prescribed nutrition standards and meal pattern requirements.

The States may use the funds in accord with the State plan to reach needy as well as nonneedy children. Each State will also be allowed to use up to $75,000 or 1 percent of available funds for State administrative expenses.

That, in summary, is the President's proposal. It is a simple, straightforward way of meeting the nutritional needs of needy children while reducing the complexity and cost of current programs.

We hope that, in time, this committee will recognize the merits of this important reform proposal and give it prompt and favorable consideration.

Turning now to some mandated studies, and where we are on them. Public Law 94–105 mandated a number of studies to improve program operations and simplify administration. It will take only a few minutes to give you a brief status report on them.

The State staffing study mandated by Public Law 94–105 is well on its way to completion. Since the study involves a thorough review of State staffing patterns it required extensive visits to States and related time-consuming activities.

It will provide a full analysis of the impact of recent legislative and administrative changes on the State agencies administering these programs. The report will be ready for transmittal to Congress early in the fall.

Public Law 94–105 also required a study of the additional personnel and training needs of States to meet requirements to implement a system of full cost accounting. This study, under contract, is expected to be completed and reported to Congress by October 7, 1976.

Another study mandated by Public Law 94–105 concerns plate waste.

The Department is concerned about the quality of meals served through child nutrition programs. We are currently conducting a study to assess various school food service delivery systems.

The researchers are investigating the microbiological safety, nutrient retention, and acceptance of foods prepared by the various delivery systems. We are interested in determining if there are differences between meals that are:

(1) Prepared and served in the schools;

(2) Prepared in a central school kitchen and transported to the serving school, or satellite food services; and

(3) Prepared commercially.

The satellite operations include preportioned delivered meals and meal components transported in bulk form.

The acceptance of food and the level of nutrients as served and consumed by children participating in the national school lunch program is also being investigated through a study conducted by the Department's Food and Nutrition Service.

This study includes approximately 100 schools and will also investigate how the type A pattern meal requirements are being interpreted by local school food service personnel. We are looking at the quantity of food being served and whether or not the child is provided a selection of foods and similar questions. The results will be presented in a report to the Congress this fall.

Additionally, the Department is currently conducting an in-depth review of the type A pattern. We are reassessing the required meal components and quantity of foods required in relation to the revised recommended dietary allowance of the National Research Council.

We are investigating the possibility of requiring smaller portion sizes for elementary students and the appropriateness of additional foods toward fulfilling the requirements of the pattern.

All changes being considered are consistent with maintaining the nutritional goal of providing each child with approximately one-third of the recommended dietary allowance.

Within the next several months, we expect to contract for a study to investigate alternative meal pattern requirements for high school students. Requirements for each of the alternative patterns to be tested will be less stringent than those imposed by the type A pattern.

The factors to be compared include the nutrient contribution of the lunch as selected and consumed, student satisfaction, and food and labor costs of producing the meals.

The other side of the plate waste issue is the national standard and the need for it. National standards are the key to assuring parents and local citizens as well as the Congress what they can and should expect from expenditures of public funds on school lunches for their children. Changing such standards becomes a complex public issue that must be based on facts.

Ultimately, changing standards nationally is not the total answer to the plate waste question, because the real causes of food waste are bound up in the complexities of children's wants and needs, food preparation and service techniques, knowledge, management skills, and attitudes. These cannot be solely attributed to the existence of a national standard for lunches.

The broad scope of activities I have mentioned demonstrates the Department's concern about the quality of food being served through our program. We will continue to assist all State agencies to provide nutritious food of high quality through all child nutrition programs.

I would like to summarize where we stand with regard to program performance.

This year more children participated in the National School Lunch Program than any year in its 30-year history. Preliminary reports for April indicate that 25.8 million children participated of whom 11.1 million received a free or reduced price meal. The program is now available to 89.4 percent of national enrollment.

More importantly, the program reached 91 percent of all children eligible for free and reduced price meals. We project continued increases in participation as more of the residential child care institutions enter the program as provided by Public Law 94–105.

Participation in the breakfast program has grown in an orderly fashion, with a record number of 2.3 million participating in April. On these 84.5 percent received their breakfast at free or at reduced price.

The other child nutrition programs experienced modest growth in the past year. In some instances this can be attributed to outside factors. For example, the redefinition of Federal day care standards has affected the number of child care food applicants.

Also, our review of the special milk program indicates that the introduction of free milk has discouraged participation by some schools. The additional paperwork involved in determining eligibility and the difficulty of providing free milk without violating the prohibition against overt discrimination are the most common complaints. We have evidence that as many as 4,000 outlets dropped the program rather than implement this requirement.

Now, on our food distribution procedures. I think it is appropriate and useful to take this opportunity to review food distribution procedures as they pertain to the child nutrition programs.

In supplying commodities, the Department gives priority to commodities in surplus supply which can be accepted by schools and other categories without waste.

Additionally, in response to the mandate in Public Law 94–105, the Department has provided schools with cereal, in the form of four different specifications of flour, baker's hard wheat, baker's soft wheat, all purpose, and durum; refined peanut oil, and vegetable shortening made from peanut oil.

Actual acquisition or purchase of these items is a function of ASCS or AMS, both of which are agencies of the USDA. It is an FNS responsibility to insure that commodities are distributed to recipient agencies only in quantities and at times that will best insure against waste.

Specifications for USDA donated commodities are written by ARS and AMS with support from ASCS. Adherence to specifications and general quality control is assured through the participation of the appropriate ASCS or AMS inspection and grading service at all contracting plants.

Specifications are subject to change and, on initiatives from FNS, are from time to time reviewed and revised.

While ACS and AMS acquire items for donation, FNS exercises control through the development of an overall distribution plan. The plan sets limits on categories of foods, quantities and broad shipping schedules to harmonize with varying capabilities in the States for the receipt and storage of bagged, canned, and frozen foods.

Transportation contracting is the responsibility of the ASCS Prairie Village Commodity Office. Commodities are shipped, in accordance with the State distribution agency instructions, to primary points of storage within the States or to carside delivery locations. In the case of commodities scheduled for further processing, they are also delivered directly to food processing plants.

In such cases, the commodity is generally bulk packed and delivered under conditions equal to standard commercial practice. Delivery can be made direct to the processing plants located outside the recipient State in carload quantities, with return transportation costs paid from non-Federal sources.

Large quantities of donated beef, chicken, flour, oil, milk, and cheese are now being converted through processing agreements into varied table-ready forms.

Title to the USDA donated commodities changes on arrival at points designated by the State distributing agency, whether within the State or at a processing plant outside of the State.

Thereafter, under signed agreements with the Department, the State distributing agency is responsible for the proper storage, distribution, and accounting for foods. They must also insure that the foods are received only by eligible recipients.

Packaging, transportation, and the national distribution plan are keyed to the lowest cost to the Government consistent with program objectives. Important steps have been made in moving from small, expensive packages to bulk transportation in airslide cars where appropriate.

Specification changes in orange juice concentrate, introduced last year at FNS initiative, have already resulted in savings of almost $2 million in transportation and container costs.

An interchange of ideas and innovative suggestions is made possible through Federal-State workshops such as the one completed this month in Louisville, Ky., at which State and Federal distribution officials were present resulting in mutual agreement on many points for program improvement.

This is part of an ongoing dialog which in recent years has contributed significantly to raising standards and lowered costs through the national food distribution apparatus.

In conclusion, I mentioned earlier in my statement that we, in the Department, and our cooperators in the States and local governments have been busy implementing the various far-reaching provisions of Public Law 94-105.

However, it also seems appropriate on the 200th anniversary of our Nation and the 30th anniversary of the national school lunch program, we take time to reflect on the progress made toward the goal of providing nutritious meals to the Nation's schoolchildren.

In 30 short years, the child nutrition programs have developed into major Federal-State local delivery systems involving the expenditure of several billion dollars annually. This growth in expenditures has been accompanied by a commensurate growth in the number of programs, number of meals served, and overall complexity of administration.

It has meant a lot of hard work for the thousands of people involved in child nutrition programs at all levels of administration and we are indebted to them for their dedication and commitment.

In recognition of the efforts made within the context of existing programs, the Department has identified, in conjunction with the State child nutrition directors and the American School Food Service Association outstanding programs, cooperating groups and individuals this year.

To date, 45,000 schools participating in the Bicentennial program have been awarded colorful pennants for display in their school, over 50 firms and professional organizations have received certificates recognizing their efforts, and over 1,200 individuals have been recognized through certificates of appreciation for 30 years of service to the child nutrition programs.

Mr. Chairman, there is a wide variety of opinions on how these programs should be designated and operated, and who should be the recipient of these meal subsidies. Obviously, our opinions differ, but this should not prevent our sharing the same level of admiration and respect for the many thousands of Americans who seek to accomplish the laudable objective of feeding needy children.

In conclusion, I again urge the committee to give its prompt attention to the administration's proposed Child Nutrition Reform Act of 1976, H.R. 13208.

We will be pleased to answer any questions that you may have.

Chairman PERKINS. Let me say to you, Dr. Feltner, that I appreciate your testimony. Naturally, I have been acquainted with, perhaps, 50 studies that the Department has made over a period of years.

About 3 years ago, you made a study stating that the reason for the dropout in the regular school lunch program throughout the country was due to the increase in price. Do your most recent studies bear that fact out?

Secretary FELTNER. May I ask Mr. Boling to answer this question.

Mr. BOLING. Mr. Chairman, the economics of the school lunch program remain the same. As prices go up, the participation goes down. However, I think that this is often only a temporary effect, as the price impact becomes more typical.

Chairman PERKINS. In the study that I have reference to, you pointed out that in order to have a strong free and reduced program, you must have a strong regular program. In other words, if you did not have a strong regular program, the whole thing might go to pieces.

Mr. BOLING. Basically speaking, we expect to have a strong program based on participation by all members of the student body.

Chairman PERKINS. You have found that this produces a most satisfactory all-around school lunch program within the school system?

Mr. BOLING. Yes, sir.

Chairman PERKINS. With regard to nutritious meals, when I first came you were putting out bulletins concerning the type A lunches. Of course, you have continued the studies to improve your type A lunches, but don't you think, by and large, that your Department is well qualified, with the most accurate data, to recommend the best type A lunch possible for the schoolchildren of this country?

Mr. BOLING. Certainly, we have a limited staff working on this. However, there are a lot of community factors that need to be considered. It is not just a simple matter of today, we are going to have hamburgers in America. You need to set a national standard or basic understanding of what the type A pattern is.

Chairman PERKINS. You had a national standard set 25 years ago by the Department.

Mr. BOLING. Yes, sir.

Chairman PERKINS. You had economists writing bulletins and making suggestions and making studies in this area 25 years ago.

Mr. BOLING. Yes, sir.

Chairman PERKINS. I would like to ask this morning a couple of questions. I certainly would like to commend the Department of Agriculture for the fine work you have done in implementing the regulations. I looked at the regulations yesterday implementing the program, and eligibility now goes up to $11,000 for a family of four.

Secretary FELTNER. It is $11,100.

Chairman PERKINS. It is $11,100 for a reduced-price lunch, and $5,700 for a free lunch. All the States are taking advantage of the

25-percent leeway, which brings the free lunch up to $7,130. Is that correct?

Secretary **Feltner**. Yes.

Chairman **Perkins**. I want to compliment you. I think that you have carried out the intent of the law as we intended it. My office has received very few complaints about these regulations.

In my review of them, I think that they comply with the law. At the same time, I would like to know if you, as Secretary, have instructed all your staff in the Department to carry out the law as it was written.

I am distressed that the Department has to be taken into court every few months to be told to carry out the law. The latest WIC decision on Monday is the most recent example of this. When are you going to fulfill your responsibilities and release money on programs like WIC, and carry out the law as it is written, and make the appropriations available as provided by the Congress?

Why is it necessary to file these lawsuits; can you answer that question?

Secretary **Feltner**. Yes, sir, I can.

We did not instruct the employees of the Department of Agriculture to carry out the law because this is what we expect that they will do without being instructed to do that. That is our intention.

We mentioned the law here this morning, and the laws are very complex. There is always room for differences of opinion as to how best to carry out the law. I can assure you that no one in the Department of Agriculture, at any time, during the 2½ years that I have been there at least, has ever done something which they felt was a violation of the law. That is not the way we operate.

Chairman **Perkins**. Why was the money withheld?

Secretary **Feltner**. On the WIC program?

Chairman **Perkins**. Yes.

Secretary **Feltner**. One of the things that concerns me very much about the various nutrition-related programs that we have is that they be carried out in an orderly and well-managed fashion.

I do not have direct responsibility for the food stamp program, but let me make an analogy. The food stamp program went from $250 million in 1969, which by the way is the same size as the WIC program at the present time, and its current level is about $6 billion.

The food stamp program has accomplished many things. We are very proud of many of the accomplishments of that program, but any person in this country has to agree that it has some problems in it.

I am sure that many of the problems we see in the food stamp program arose as a result of too rapid growth in that program, and efforts, at some points along the line, to simply go out and spend as much as possible without adequate time and without adequate resources to determine exactly how it was going to be done.

I think that it would be a grave mistake if we got into that same situation with regard to the WIC program. The WIC program—it would have to be determined how large that program is going to grow. But I think that it would be a grave mistake if we get into a game of simply trying to see how much money we can spend in the next few months.

It has to grow in an orderly fashion, and that is one of the concerns that we have.

Beyond that, it was our interpretation, if you want to refer specifically to amounts of money in the WIC program that we are not spending in 1976, it was our interpretation of the law that this money should be, or was intended to be, used through the transition quarter.

Congress has appropriated money sufficient to run the WIC program at an annual rate of $250 million a year. If we, for short periods of time, expend amounts of money at rates far exceeding that which could be sustained on $250 million a year, it would not be good program management.

This committee would have to be addressing itself to many of the same kinds of questions that we have gotten involved in the food stamp program.

Chairman Perkins. Mr. Feltner, I notice in your prepared statement that you have given us no findings from your plate waste study. You said that at this point you have not completed your study. Yet, I notice in the recent Star articles that Mr. Boling of the Department is quoted as giving some conclusions. We in Congress, of course, have received none of your findings up to now.

Why did you choose to release your findings to the press before you submitted them to Congress, especially since you are conducting this study for Congress pursuant to Public Law 94–105?

Mr. Boling. Mr. Secretary, may I answer that please?

Mr. Chairman, the article and the way it was structured were unfortunate. The basic conclusions that were attributed to me were the same conclusions submitted by the Department to the Congress 2 years ago in connection with the comprehensive study, sir.

It was that the plate waste in some very limited studies——

Chairman Perkins. You were misquoted, then, in the Star.

Mr. Boling. The direct quote attributed to me was correct, and that was that I had very strong reservations regarding the plate waste studies.

Chairman Perkins. Under Public Law 94–105, that was a misstatement?

Mr. Boling. We have shared some very preliminary data with the National Advisory Council, which we do attempt to work very closely with. The plate waste is very much of a concern to the National Advisory Council, which is a public body.

This was very preliminary information, and we regret that it was used in this way, sir.

Chairman Perkins. I would think that the Congress should have some input. If you are bogged down, that is something else, but by the way you are handling the situation, it would appear that you are against the program, and attempting to tear it down through the press.

This is what disturbs the Members who wrote the law, and want to see the law function.

Now, if you have any information this morning that you can submit to us concerning your plate waste study, we need to have it now. We want to correct those situations. We don't want to let a situation continue that is not the intent of the law. We certainly want to correct it, and that is why we are holding these hearings.

We feel that we have to have your cooperation and not slip around like a thief in the night and undercut us. That is the point that disturbs me about this whole situation.

Mr. BOLING. Mr. Chairman, I assure you that I am not slipping around like a thief in the night in this matter. I am working with the technical people. They are trying to determine what the nutritional implications of this very limited study are.

Right now, at present, they have completed the nutrient classification of 25 schools. It is just unfortunate that this data was used in this way. I value my relations with the press, just as I am sure you do, and I do try to discuss where we stand. The reporter, in this instance, fully understood the reservations with regard to this information.

Mr. HEKMAN. I am responsible, under the direction of Secretary Feltner, for the preparation of the agenda for the National Advisory Council. We work very closely with those people. It is an open meeting. At this meeting, there were members of the press there, and members of various organizations, some of whom are here today.

I thought it was in the interest of good program administration to help keep the National Advisory Council informed. This Council is set up by this committee, by legislation. It has been very helpful to this Department.

I thought that it would be very helpful if we shared with them some preliminary information regarding plate waste because of their very intense interest in this subject. If I have erred by placing this matter and this information before the Council, before the National Advisory Council, then I am very sorry.

Chairman PERKINS. All right.

Secretary Feltner, may I ask you one question. One of the major arguments you made for your block grant proposal is the amount of paperwork needed to administer the present programs. I wholeheartedly agree that we have entirely too much paperwork and that this is a real problem.

Are you aware of what the State of Arizona is doing with paperwork? They have cut back 60 percent on paperwork for Federal education programs. These programs include all the school lunch programs. The State of Arizona has the approval of the Department of Agriculture and the Office of Education in these efforts.

Have you encouraged other States to cut back on excessive paperwork like Arizona already has cut back?

Secretary FELTNER. I don't know that we have made specific encouragement of the States to cut back on paperwork. I think that you are aware that we are doing that within the Department. We are doing everything we can to cut back. We encourage every State to do that, which can.

I don't know that we have gone to them and said: "We encourage you to cut down on your paperwork."

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

First of all, I want to say, Mr. Feltner, that we have given you an awful lot of work to do in a short time, and I think that your Department is to be commended for the job that you did do.

As I remember the Montgomery County study, it indicated that participation went down for a little while, and then started climbing back up again. I can just hear the tenagers saying, "I am not going to pay that kind of money for that kind of junk."

I don't say that disrespectfully. I am saying it only in terms of how teenagers think from time to time. Then, they realize that it is not that bad, and they get back in the program.

I have some concerns about the best type A program. We get so carried away with the idea of variety and what we think youngsters should eat, et cetera. That happens all the time in school districts. They go away to some conference of some kind, and they come back with some ideas that really do not apply to the locality in which they live.

For instance, why not serve a submarine, or a hoagie, or whatever you want to call it, three times a week. What is there more nutritious than that. The nutrition is not back in the pot, where it is, 9 times out of 10, with cooked spinach, and the rest of the things, as long as they are not a sandwich.

What is wrong with a hamburger, lettuce and tomato, which you know they will eat?

I think that this is part of our plate waste problem. I think that the emphasis, when it comes, as to what is nutritional and what is not, should come from the nutrition education program and not as they are going through the line in the cafeteria, and try to teach them nutrition as they walk through that particular line.

This brings me to a question. What are we doing with that 1 percent set aside? If I remember the law correctly, we said the 1 percent could be used for many things, including a program of nutrition education. What are we doing, or what are we encouraging the school districts to do in that area?

Secretary FELTNER. I will ask Mr. Boling to answer that.

Mr. BOLING. I would like to submit some summaries, for the record, on the kind of studies that are being undertaken. As I said, those are developmental projects. We are trying to encourage the schools to come up with innovative ways to move the children faster through the line, and to design the kitchen facilities that will meet their needs.

Mr. GOODLING. If I remember correctly, it was not only for supervisor, but for actual development of nutrition education programs to be taught to youngsters from kindergarten or even before.

Mr. BOLING. There is an annual appropriation of money of about $250,000 to be used for grants to States for nutrition education. Again, if I may, I would like to give you some ideas in the record of some very interesting projects.

One, in Pennsylvania, for example, was educating the aides in the school system, aides that are helping in the lunchroom, helping to supervise the lunchroom, who had an impact on the attitudes of the youngsters in the lunchroom. This is a very interesting project undertaken under that kind of thing.

Mr. GOODLING. I would hope that we would move forward in that area because I think it holds a lot of keys to answering the problem of nutritional information.

I think I read in your testimony that there are 700,000 needy youngsters who are not participating. Could you give me some of the reasons why 700,000 youngsters are not participating.

Secretary FELTNER. These 700,000 needy youngsters are children in schools who are not participating in the school lunch program. There is no program there to serve them.

Mr. Goodling. The law provides that the children in low-income families will receive free or reduced-price meals. I could certainly agree that the regular lunch program is going to decrease even more since we have a poverty level now of $11,100 for a family of four for free and reduced. It makes commonsense that it will change again.

I am not saying that the level is too high, that $11,100 is too high. I don't think that it is as much too high as the $5,700 is too low. I would hate to think of a family of four at $5,700 a year trying to eat, unless they live on a farm.

The law provides that the local authority must make a determination in relationship to free and reduced-price lunches. My question is this:

(1) Do you find that they are doing that, in fact, or are they just accepting the application and saying that this is apparently true?

(2) If they are doing it, and they find that there is cheating, what can they do about it legally?

Those are basically the two questions.

Secretary Feltner. This is an area where I would like to make a comment or two, and then, perhaps, Mr. Boling could comment also.

I would say that I have been very concerned personally about this particular matter. One of the things that we have done, very recently, we have published yet another regulation which we initiated on our own initiative, which basically will require that on the forms used in the school system, to make application for free or reduced-price meals, they will carry essentially a warning.

It is about the best thing that I can think of. The families in receipt of Federal funds are expected to indicate the actual figures instead of something that is inaccurate. It is expected to be as accurate as possible.

While this, in itself, will not solve all the problems of falsifying these kinds of application, we think that it will help. At least, the applicant is put on notice that this is a serious matter. There is a line above which he is not going to be eligible for the program. I am hopeful that this will help.

Mr. Goodling. I was going to ask if there was anything on the form to indicate to the applicants that they are in trouble if they do falsify.

Secretary Feltner. We have not had anything like that up to this point. Starting with the school year, starting this fall, we will have that.

On the question of whether or not this does occur, I think that we all know that there is some problem here. I think that all of us here have heard stories about the school systems where they don't really give as careful attention to this as they might.

In terms of quantifying that, I cannot do that. I can't tell how many schools in which this occurs, or how many applications nationally may have had a problem on them.

Mr. Hekman. We have had a problem also in some school districts that are not keeping adequate records of applications. I am sure that you are aware of that. In one large city, we collected as much as $800,000 through an audit on this issue.

Mr. Goodling. In the amendments last year we tried to make sure that the local producers could become involved in selling to cafeterias, and so forth. They felt, in the past, that it was pretty difficult for them to become involved.

Are there specific regulations, and so forth, that have been set in relationship to this? What have we done to try to make sure that local producers do have an opportunity to participate in the school lunch program. I think that this is a touchy question.

Mr. HEKMAN. When I joined the Department, Mr. Goodling, there was a prohibition against commercial firms participating in the management, under the line management aspect of the program.

We made a study, and very shortly after that removed that restriction. Presently, the commercial firms participate in all forms, from providing entrees to complete meals, and preplated meals. Some firms manage the program in the school.

Of course, there is the sale through vending machines of a variety of things in various ways in schools.

Mr. GOODLING. We had quite a bit of testimony last year about small producers, small firms in communities in which the food was being processed, and they were just not able to get involved in selling their wares.

Mr. BOLING. Mr. Goodling, I am aware of this provision. It is not appropriate to have that under regulation. It is a matter that has been of concern and under discussion with ASCS, and the other writers of specifications, so that they do not injure the potential bidder.

Mr. GOODLING. I would be very interested in receiving any information from you as to just where we have gone in this area, because we have another school season soon to start. I would hate to think that we would get the same testimony again this year from the local producers.

Secretary FELTNER. We have some information that we can provide, and I can give you some examples of it, some examples of the changes that we have made since last year as a result of the complaints that came in.

The meat purchases must meet the specifications set forth in the contract. They actually have a man in the plant who certifies to these specifications. Plants that do not have a grader, we have to send a grader from some other location just to help fulfill that contract. That is a very expensive item for the processor because we have made them, in the past, pay the cost of the grader moving from one place to another to do that.

We now pay the cost of that grader's transportation to go inspect that contract. This puts the small processor in a somewhat better competitive position than he has been in the past. He does not incur as great a cost in participating in the contract.

Mr. GOODLING. One other area, Mr. Chairman, on which you did make one or two comments. I need to ask a couple of questions from the other extreme.

I think that it is a great program if we can prevent brain damage and things of that nature. I think that it may be the best thing that we are doing in the whole food and nutrition program.

I do have concern. We have an awful lot of letters, after one of the local newspapers printed the following:

> WIC is not a program for the poor even though many of the women and children involved in it are at the poverty level. WIC plays games instead of providing good nutritional food regardless of income level.

The article went on to say:

> This program is actively seeking 700 more pregnant women, as the program needs to serve 2,000 women and mothers by early May, to qualify for additional Federal funding in its next application for WIC funds.

That is kind of frightening to me. Of course, as I said, I got all sorts of letters from those who were going to be paying for the program. I am all for the program to serve the people who are in need, but is there encouragement from your Department telling the local directors to advertise in such a manner, that we need so many more to participate so that we can get more Federal funds the next year?

Secretary Feltner. This is of great concern to me also, obviously, and it is this kind of thing that I was referring to earlier in my response to Chairman Perkins' question.

Mr. Goodling. What are the Department's instructions to these directors?

Secretary Feltner. I would like to ask Mr. Hekman to answer that.

Mr. Hekman. I think the problem comes, Mr. Goodling, from the fact that we get through the Public Health Service a plan, and based on that, they ask for a certain number of participants in the program. This is their estimate of how many people are going to participate.

I would like to submit to the committee, to show what we have given to the States for participation, the caseload figures. It is actually higher than what is actually on the program now.

I think what you are finding in that community is that the particular project is not at the level that was allowable by the grant that we made through the State office. We have tried to correct that sometime back. We allowed the States to balance between projects. Some State projects needed more than another one, and we tried to level things out.

Some of that has been corrected now. I think you are aware of the fact that there are some outreach provisions that the States are doing on WIC.

Mr. Goodling. I did want to make sure that we did not write legislation, or you did not write regulations to encourage this kind of advertising.

Mr. Hekman. I can assure you, Mr. Goodling, that we did nothing like that.

Mr. Goodling. Thank you. I have no other questions.

Chairman Perkins. In connection with plate waste, Mr. Feltner, have you issued any regulations to the various States or local school districts, or to the State departments to get down to the local school districts?

Secretary Feltner. On plate waste, Mr. Chairman?

Chairman Perkins. Yes.

Mr. Boling. We have issued the regulations required on the offered versus served, and certain factors affecting second meals and meal planning. I will be glad to provide those.

Mr. Goodling. Following on that, Mr. Chairman, can you tell me very quickly what regulations you did issue in relationship to plate waste?

Mr. BOLING. We amended the regulations to provide that a child need not take something that he does not intend to consume.

Mr. GOODLING. Any specific number of items that he must take?

Mr. BOLING. Yes. There is a minimum standard of three items out of the five as far as the accountability standard, which still emphasizes the basic menu planning. This is the basic accountability standard, so that the child would not just select one item and then be claimed as a total lunch.

Chairman PERKINS. You are talking about senior high schools?

Mr. BOLING. Yes.

Chairman PERKINS. Getting back to your type A lunches, these meals are applicable to all except the senior high school students. Am I correct in that?

Mr. BOLING. Yes.

Chairman PERKINS. You require 2 ounces of lean meat, such as poultry, fish, and so forth; that is your protein component. Am I correct?

Mr. BOLING. Yes.

Chairman PERKINS. You are still living up to that.

Mr. BOLING. Yes, sir.

Chairman PERKINS. A three-fourth cup serving of vegetables, or two fruit, or one of each. That is one of the components and you still do that. Is that correct?

Mr. BOLING. Yes, sir.

Chairman PERKINS. One slice of whole meal bread, or enriched bread, and then one-half pint of milk. Is that correct?

Chairman PERKINS. But butter has been eliminated as one of the requirements under the new regulations. Am I correct?

Mr. BOLING. Yes, sir.

Chairman PERKINS. Why did you eliminate the butter; did you feel that you had adequate protein without the butter?

Mr. BOLING. Yes, primarily. We talk about vitamin A, which has been one of the issues. We did, in connection with that, a general review of the type A pattern and the need to implement the three out of five.

This change was proposed because in some meals, Mr. Chairman, the butter is not a particularly appropriate item. I am referring to a cold sandwich. We, in our review with the Agricultural Research Service, determined that this particular butter requirement, every day and in every meal served, would not impair the nutritional integrity of the school lunch regarding the one-third objective.

Chairman PERKINS. When did that latest regulation come out about the elimination of butter?

Mr. BOLING. June the 4th of this year.

Chairman PERKINS. It has always been in effect until that time?

Mr. BOLING. It was proposed on that date.

Chairman PERKINS. Now for the senior high schools, they are offered the same type A lunch with the exception that they have the right to choose three of the items, and leave the other two.

Secretary FELTNER. Yes, sir.

Chairman PERKINS. That is the way you are presently carrying out the program.

Mr. BOLING. That is the current regulation, sir. It will probably be implemented next fall, and part of the training of the food service workers this summer.

Chairman PERKINS. That is all. Thank you, gentlemen, very much. You have been very helpful. Thank you, gentlemen, for your appearance here.

We next hear from a panel headed by Dr. John Perryman, executive director of the American School Food Services Association, Denver, Colo. Please come around, Dr. Perryman, Mrs. Gertrude Applebaum, director of food services for the Corpus Christi Public Schools; Mrs. Janet Shinn, director of the food services for the Miami Public Schools; and Ms. Carol Hawk, assistant food program administrator, Trenton, N.J.

I understand that Ms. Hawk is the niece of Congressman Thompson. We are delighted to have all of you here this morning. We will start with Dr. Perryman, and we will withhold our questions until we get through the panel.

Dr. Perryman, you have heard some of the criticisms about this program, and I hope that you can address some of your remarks to a few of these criticisms.

STATEMENT OF JOHN PERRYMAN, EXECUTIVE DIRECTOR, AMERICAN SCHOOL FOOD SERVICES ASSOCIATION, DENVER, COLO.

Dr. PERRYMAN. Thank you, Mr. Chairman.

I am John Perryman, executive director of the American School Food Services Association.

Mr. Chairman, regarding the block grant, I have brought a prepared statement which I would request be placed in the record.

Chairman PERKINS. Without objection, it is agreed to.

[Prepared statement of John Perryman follows:]

PREPARED STATEMENT OF JOHN PERRYMAN, EXECUTIVE DIRECTOR, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION, DENVER, COLO.

I am John Perryman, Executive Director of American School Food Service Association. I am here today on behalf of the millions of children participating in school nutrition programs and the 62,000 members of American School Food Service Association.

Mr. Chairman, I wish to express my appreciation to you for the opportunity to testify before this committee.

President Ford has proposed a total departure from our present approach to school nutrition programs, a reversal of those policies which have proved highly successful for the past 30 years. Therefore, it is well to examine the three bases on which school nutrition programs now stand.

POINT 1

School nutrition programs are designed to meet the needs of all children. Such programs have known and have warranted broad-based political appeal since the passage of the National School Lunch Act 30 years ago. This political support has been based upon a program designed to meet the nutritional and health needs of all children, not just poverty children. School food-service has been quick to come to the help of the economically-needy but has gone far beyond the confines of welfare activity to be of service to the nutritional-needy—all children in our nation. In this way, school nutrition programs have been tremendously effective in contributing to the health, the learning ability and the education of our nation's youth. This very concept of concern for all children rather than a select group is under strong attack by the present administration.

POINT 2

School nutrition programs make sense, not alone in terms of health and education, but also in terms of money. In 1975, our nation—according to the Department of Health, Education and Welfare—spent $110 billion on health care. Of this amount, $30 billion was attributable to diseases to which nutritional factors either played the prime role or were highly contributory. Furthermore, the McGovern Committee reports a tragic loss in worker productivity as a result of malnutrition. School nutrition programs should be a key component of a national health program. Inasmuch as the nutrition and nutrition education impact of school foodservice comes at an early age, the long run therapeutic value to the nation's health can be enormous.

POINT 3

There is an historic relationship between school foodservice and the agricultural economy of our nation. School foodservice has been a catalyst which has taken the agricultural abundance of our nation and translated it into improved health, improved learning ability, decreased discipline problems and increased average daily attendance for millions of our children every school day. It has provided a balance wheel for farm prices, a hedge against economic disaster for the American farmer.

It is virtually beyond belief, incredible, that after 30 years of successful operation and the serving of something over 75 billion lunches to the youth of our nation these programs would be in danger of demise and yet, such is the case.

It is desperately important for all Americans to understand the potential impact of H.R. 13208. The basic provisions are these:

1. For the first time of 1946 and probably 5 billion lunches later, someone has introduced legislation in the United States Congress to terminate school programs, school breakfast, special milk, summer feeding programs, the commodity program, reduced price meals, nonfood assistance, and every other detail of school nutrition programs except for the poverty child.

2. All federal assistance—cash and commodities—for the paying child would be eliminated. The administration appears to recognize only two economic classes in the nation—those below the poverty level and the affluent—and speaks with high glee of eliminating the child of the affluent family from participating. Only nine percent of the families in the United States have an income of more than $25,000 per year. For the most part the children who would be shut off from any federal assistance come from working, middle class families who are trying to make their own way, pay their own bills, and pay the taxes to feed free of charge the children from families below the $5,000 a year figure for a family of four.

3. Participation will be decimated. By USDA's estimate, seven million children will drop out of the program, and this figure is probably far too conservative. As participation falls, per meal costs will rise, meal prices will have to rise again, more children will drop out, and the vicious cycle is under way.

Clearly we are facing a situation that will rapidly deteriorate into one of reverse discrimination. Only the poverty children will be able to "afford" to eat in the school lunchroom, and the remainder of the children will be priced out of the lunchroom. And don't forget the poverty youngsters are likely to be receiving assistance from at least a couple of other federal programs already.

4. Stripped away would be the protective layers of legislation that were painstakingly put together over a period of 30 years. As one example, look at the years of work and testimony and letter writing it took to achieve performance funding. Do you remember the days when Congressional appropriation was a set amount of money, and reimbursement rates were determined by dividing the number of meals served into the predetermined total? Those states doing the best job of achieving high participation were penalized the most. Now we have a sensible working arrangement with the federal government. For each meal that meets nutritional requirements we are guaranteed stipulated amounts of both cash and commodities. Under the bloc grant there would be no more guarantees, either nutritional or financial. Each state would develop its own plan for feeding poverty children without federal direction or review.

5. From a political standpoint, school nutrition programs would face a whole new ball game. Since the passage of the original act in 1946, we have enjoyed a wide base of political support—farm, urban, lower, and middle and upper classes—because school nutrition programs provided a little something for just about everyone. If these programs become one more welfare project, they will lose broad support very quickly. Furthermore, as welfare projects, many

communities will find it logistically difficult if not impossible to operate them. With today's busing, poverty children are scattered all over town. No district can afford to either prepare or deliver only a handful of meals to each of its schools. No doubt many districts will simply close down their school nutrition projects altogether.

It is bitterly ironic that those who have been paying the taxes to support school nutrition programs all these years are the very ones who would now be deprived of any and all benefits.

There is an analogy just now in international relations. Our enemies in World War II—Germany and Japan—are now among the most prosperous and competitive industrial nations in the world. One of the primary reasons is that the United States rebuilt their productive capacity after the war, giving them modern and efficient plants and factories. England on the other hand, our friend and ally, was given no such assistance. Her economy is now faltering dangerously because her productive capacity is old and inefficient. Why do we seem to have a tendency to do the least for those who have done the most.

Criticism of school nutrition programs is not uncommon of late—too much plate waste, too little variety, too many pre-plated meals. Certainly the program is not perfect and warrants our continued efforts to strive for even higher standards. Nevertheless, let us not throw out the baby with the bath water. School nutrition programs represent the most extensive and continuous controlled experiment in human nutrition in history. Whatever their imperfections may be they have improved the health, increased the learning ability, decreased discipline problems and improved the average daily attendance in our schools for three decades. Probably no program funded by the Federal government has ever had a wider outreach or a greater acceptance.

Winston Churchill, upon returning to power in the postwar British government, made the observation that it was not his task as Prime Minister to preside over the deterioration of the British empire. Unfortunately, that is just what happened. I feel sure it is not the intention of the present Congress to preside over the deterioration of school nutrition programs. However, in my judgment, if the Block Grant approach is approved that is exactly what will happen.

Mr. PERRYMAN. I regret that there is an error in it, which I request be corrected. On page 3, the figure which reads 5 billion lunches should read 75.

Mr. Chairman, with us this morning are the following witnesses: Mrs. Gertrude Applebaum, director of school food services for Corpus Christi, Tex., who will testify on quality of meals and delivery systems; Ms. Carol Hawk, representing Mr. Walter Colender, State Department of Education for the State of New Jersey, who will discuss the implementation of the reduced price mandatory program and the decline in participation of the paying child; and Mrs. Janet Shinn, director of School Food Services for Dade County, Fla., who will discuss the distribution of commodities and participation of the paying child.

I am also accompanied by Ms. Louise Froelich, our legislative specialist for the American School Food Service Association, and Mr. Sam Vanneman, the Washington representative of the American Food Services Association.

I will first call on Mrs. Applebaum.

STATEMENT OF MS. GERTRUDE APPLEBAUM, DIRECTOR, FOOD SERVICES, CORPUS CHRISTI PUBLIC SCHOOLS

Ms. APPLEBAUM. Good morning, Mr. Chairman and members of the committee. I am just delighted to have this extraordinary opportunity to discuss the subject that has been assigned to me.

As Dr. Perryman said, my name is Gertrude Applebaum. I am director of food services for the Corpus Christi Public Schools. This is a job that I have held since the year 1946. In fact, I came into the program the same year the national school lunch program was born.

I am pleased to speak of food delivery systems, because I speak from experience. In Corpus Christi, we have opted to experiment with every type of delivery system in an effort to come to some kind of conclusion relative to which might be the best system, if there is such a thing.

As a result, as you might know, we are up to our eyeballs in comparative data on the various systems. Let me first very briefly describe to you our operation. We operate for the CCIS school district 56 schools. We also food manage for four other schools in the outlying areas, not for profitmaking but because we think that we can be of service.

Every day, we feed approximately 30,000 type A meals in 18 junior high schools, and the remainder are elementary schools. In the elementary schools, we have self-contained schools with the on-site kitchen. We have schools that serve the preplated meals. We have schools that serve bulk meals out of a central kitchen.

In addition, we have our own bakeshop and we bake for all of the schools in our system.

We are a $4.5 million operation, I am pleased to advise, totally self-supporting and also we have not increased the price of lunches to the paying child since the year 1966. You might say, What effect does this have on the paying child? Has the participation remained the same for the paying child, or has it increased? Has it decreased?

In 1966, that is 10 years ago, that is before the advent of the free lunch program, the funding of the free lunch program as we know it, we fed approximately the same percentage. We feed in elementary schools about 90 percent of the youngsters that come to school. The paying child has decreased, but the free lunch child has increased, which means that we are still serving the same numbers, but they have just simply shifted.

My job today is to identify and describe food delivery systems and the effect upon the quality of the food that is served. In reviewing food systems, there is almost an endless variation of combinations that exist. But actually, I am going to address myself to five of the systems.

Before I do that, I think that we must establish certain basic facts so that we understand each other. First, let me talk a little bit about management.

Regardless of the system, the food service department can be school managed, or it can be managed by a food service company. The only difference is that one is nonprofit, and the other is profit oriented.

The second thing that I would like to say has something to do with food. Food can be prepared from the raw stage to a stage ready for consumption, or you can buy certain portions of convenience foods, or you can buy all convenience foods, depending upon your system.

Third, I want to discuss probably the most hotly debated subject, and that has to do with the term "quality." What is quality? I think that this is really what we need to address ourselves to. I think that quality really has something to do with the person who is in charge, with the operator, with management.

I sort of define quality as a composite of all the characteristics of a product, whether it is color, flavor, or portion. If that be the case, then I think you have to establish a control. You have to establish a standard, a specification so that you can begin to evaluate what you established, as the operator, what quality really is.

With these preliminaries in mind, let me move on and describe the systems.

The first system that I want to talk about is the onsite kitchen, known by a lot of names. It is known as the self-contained kitchen. What it means, in a sense, is that it is really self-contained. Raw food comes in and it is manufactured on location and served directly from that particular location.

When I came to work for the system back in 1946, that was the only thing that we knew. Our kitchens were all self-contained and onsite kitchens. I think that we have to look at the world around us. We have to see the changes in lifestyles and in education. There has been a meal pattern stretchout.

In the year 1970 when the free lunch program was funded and there were increased numbers that came to eat with us, I think it behooved us, those in the management level, that we had to find the most efficient, the most productive system.

While the onsite kitchen is certainly the oldest, and the most widely used, I think that you would really have to evaluate the quality out of this kitchen. Is it the most efficient? Is it the most productive?

I really think the reason you don't hear too much about the onsite or self-contained kitchen is because those kitchens are decentralized. If you hear criticism in one location, it does not spread to the whole system. When you have a centralized system, then it all comes together and that is when you begin to hear widespread criticism.

I would say that the onsite system is a good system. It is the most efficient. I think that there are more efficient ways to operate, more economical ways, and with the end product just as good.

For the onsite kitchen, you can buy convenience foods, or you can make them from scratch. I really believe this kind of system depends pretty much upon the local person in charge. It is no better and no worse than that manager, or the employees that she has working for her, or the kind of training that they have received.

So this, in essence, is the onsite or self-contained kitchen. Now, I want to move into another area of the central kitchen. What is the central kitchen?

A central kitchen, again, is known by a lot of different names, the processing kitchen, the production kitchen. We began to pioneer the system way back in 1959. For me, a central kitchen is a centrally located kitchen. It can be within a school, or it can be a preparation kitchen by itself.

In Corpus Christi today, we are producing 18,000 meals every day in addition to our bake shop, which we do distribute by two different systems. We distribute and we produce within that kitchen, but we distribute by two systems.

We distribute by what is known as bulk pack system about which I will go into details in just a moment, and also the preplated system, I happen to think that a central kitchen operation eliminates repetitious businesses. It means that if it is going to be good, it is going to be totally good. It will not depend upon an individual operator.

I think that it is a place where you can effect savings. You can precost and you can postcost. I think, really, from a bookkeeping standpoint, there are just many reasons. You have those in the paper and I will not repeat all of the things.

Now, out of the central kitchen, and we opted to do it, we started out just distributing by what is known as bulk-pack, I purposely wanted to experiment with the preplated meal because I felt that perhaps this was a way to deliver food to students rapidly, and certainly not at any sacrifice to the students.

Now this is a system that apparently is being criticized right now. I would have to say this to you. I think that it all goes back to what kind of quality do you expect. What kind of standards have you established? How do you propose to monitor that particular kind of system?

The preplated meal has some pros to it, and I have not heard any of the pros with regard to the preplated meal. It has many things that we still have to do with it. It is probably the one system that needs more experimentation and investigation than any of the systems that I know.

In terms of what is good about it, I think that it is a very sanitary system. If operators would be taught to use a thermometer, the food should always be hot.

Let me first tell you what is a preplated meal. Actually, it contains two packages. It contains what is called a hot package, and a cold package. In the hot package, there is generally the entree and the vegetable. In the cold package, probably the salad, the bread, and the other component parts.

Then, the hot pack, after it is transported out to the school, and after it reaches there, it goes into a specialized oven, a conventional oven for heating. Now the preparation of that meal can be, again, in two ways. It can either be within one's own kitchen, or the foods can be purchased from companies.

We have checked out both. We do prepare the preplated meals in our kitchen. It is the identical food that we serve in bulk pack or in the self-contained schools. We also are careful not to freeze the meal because you do have some chemical changes with regard to it.

There is another way to do it. You can buy them preplated. I think it has to do—I just keep stressing and going back to this thing called "management," because if you establish what you mean by quality, and you have some way to measure it. Probably the way that is best is through the children that we serve, because after all that is our commitment.

If you have a way to monitor it, then I think this, too, can be a system that serves needs in certain situations. There are some inherent problems. I would not sit here and tell you that it is a perfect system. Indeed, not. No system is perfect. There are some problems with it, which we have not talked about to any great extent.

I have been testing six ovens from six different manufacturers, because the meal that comes out is dependent upon that oven. I read one of the articles which said that the food was burned. Within that same oven, it is possible that you will get all degrees of doneness of food, depending upon the location of that meal and that oven.

I have been working with oven manufacturers to see if there is any way to improve that.

There are other things that you have to know about the preplated meals. What you say to the food that you put into those packs is: "I want you all to get done at the same time." That brings up another point. You have to experiment with what kind of foods you put into those packs.

Are they good combinations? Will they all reheat at the same time? In the article, it stated that one of the items was not done. It meant that the other components were cooked.

I could spend the whole day talking about it. There are some basic problems with the system. It has to do with further knowledge and experimentation on the kinds of foods you put into that plate, and with the equipment that you use to reconstitute it.

Now, I will move on and talk about the bulk pack system. It is the same food, but it is going into a different package. That is all it means. When you think about systems, you have to think about what kind of package to deliver it in, and what kind of temperature. This pretty well defines it.

What is the bulk pack? Again, it is prepared in the central kitchen, or you can buy it already prepared. If your standard of quality meets what you are buying, then to you it is good.

Our standard says that we do a better job, and a more economical job preparing it from our own recipes in our own kitchen. Once it is prepared, then we put it into the bulk containers, and instead of having it preportioned in the central kitchen like a preplated meal, it is preportioned at the school. This is basically the difference.

Then, there are pros and cons in all of this, but because of the time I will go to the other two systems. One has to do with the cold package lunch system, and the cupped or canned system. I do have the information here in my document.

Chairman PERKINS. Without objection, your information will be inserted in the record.

[Prepared statement of Gertrude Applebaum follows:]

PREPARED STATEMENT OF MRS. GERTRUDE APPLEBAUM, DIRECTOR OF FOOD SERVICES, CORPUS CHRISTI INDEPENDENT SCHOOL DISTRICT, CORPUS CHRISTI, TEX.

GLOSSARY OF TERMS

The terms and expressions used throughout this presentation are defined below:

Term and definition:

1. "Type-A lunch" shall mean a hot lunch which complies with minimum standards for nutrition as established by the Federal Government:

Milk—½ pint of unflavored or flavored whole milk or low-fat milk or cultured buttermilk as a beverage.

Meat or meat substitute—Lean meat, fish, or poultry (edible portion as served)—2 ounces; Cheese—2 ounces; Egg—one whole egg or its equivalent in whole dried eggs; Dried beans or peas—½ cup cooked measure; Peanut butter—4 tablespoons or ¼ cup; (or an equivalent quantity of any combination of the above foods). To be counted in meeting this requirement, these foods must be served in a main dish or in a main dish and one other menu item.

Vegetables and/or fruit—¾ cup—This requirement should be met by two or more servings of vegetables or fruits, or both. Fruits and vegetables in salads and desserts contribute toward this requirement. Full-strength vegetable or fruit juice may be counted to meet not more than one-fourth of this requirement.

Bread—One slice of whole-grain or enriched bread: or a serving of cornbread, biscuits, rolls, muffins, crackers, tortillas, etc., made of whole-grain or enriched meal or flour.

2. "On-site kitchen" shall mean a facility with total capabilities to prepare and serve food within the same area.

3. "Central kitchen" shall mean a food processing facility which prepares food for distribution to many paints for service.

4. "Pre-plated lunch" shall mean a lunch made up of two components, the hot pack and the cold pack. Food is prepared in a central kitchen, packaged into ready-to-serve containers, and distributed to schools in wire baskets set on dollies via trucks.

5. "Bulk pack lunch" shall mean food prepared in a Central Kitchen, packaged in bulk, and distributed to schools in carts via trucks. Food is portioned in the satellite kitchen.

6. "Satellite kitchen" shall mean a facility with only limited capablity to reheat prepared food from a central kitchen and the capability to serve that food.

7. "A la carte lunch" shall mean single or multiple food items offered for selection by students which are not governed by Federal Guidelines or regulations and therefore not funded by the Federal Government.

8. "Food service management company" shall mean private business enterprise that is profit oriented. Such companies sometimes are known as caterers or contractors. They furnish food and service and are allowed the same benefits from the Federal Government as school managed food services.

Every day in the United States of America, at noon time, 25,700,000 students come to eat a "Type A" lunch. The Type A lunch is a meal that meets approximately one-third of the minimum daily nutritional requirements. What kinds of food systems are used to feed this gigantic number?

Today, there are new systems of feeding our youth in America that are challenging the traditional systems. I believe before we can know and understand the impetus that gave rise to them, we need to examine the changes that have taken place in the world we live in, as well as changes in the National School Lunch Program since it came into existence just three short decades ago.

The National School Lunch Program was born in 1946 out of a need to help the farmer with his crops as well as to safeguard the health of children. The program is 30 years old and since any age over 21 connotes maturity, in almost three decades of growth it has matured from nothing to 4.5 billion meals per year with food service programs in 90,000 kitchens in 15,000 school districts. We have seen school dining rooms move from basement afterthoughts nestled next to the furnace to attractive quarters on the ground level. We have seen frightened, bewildered amateurs in house dresses change to the confident professionals of today. We have seen an upgrading of an image resulting in a public awareness of the school lunch program. There has been an acceptance of new operating methods, modern technology, and a grasp of new techniques by school lunch people. We have become important food and equipment buyers, a market for farm products, and one of the largest nonprofit food operations in the world.

The year 1970 for school food service was not just the beginning of another decade, but the most significant year to date. In the year 1970, we were told to get ready to feed all poor children who qualified for the free lunch program and the program would receive Federal funding. We were told hunger and malnutrition exist and to do something about it and that schools without food service programs needed to develop systems to feed students.

The year 1971 dawned and the numbers fed swelled. It began to look like everyone came to lunch. It was that year the big push for finding ways to feed large numbers gave the impetus for the present systems.

Meanwhile, what was happening to the socio-economic world in which we live that would affect the school lunch program?

The past three decades has been a period of change in almost all areas of activity and thought. There have been startling changes in income, education, and living styles. All have had a significant impact on food patterns in preparing and in serving. Considering that school lunch is an extension of the home, it is important to know and understand the changes.

There has been an increase in working mothers. There has been a stretch-out in food. Foreign foods are more readily accepted. Frozen foods have expanded greatly, notably frozen baked desserts, entrees, and vegetables. There is more snacking and less traditional meals—especially breakfast.

Inflation has had its impact on changing systems in school feeding. Inflation has caused high food costs, increased labor costs, and spiraling equipment costs, not to mention energy costs.

School food service in the United States is caught up in a squeeze of high costs in food, labor, and equipment. School districts want food service departments to be self-supporting and they hesitate to make up deficits. Parents with paying children are reluctant to pay increased school lunch prices.

All this adds up to a need for the most productive and efficient systems possible to feed the school students in the United States. Old concepts and methods must be abandoned and new and better ways must be found.

Systems, systems, systems—old and new—for school food service in the U.S.A.

In reviewing food systems, there is almost an endless variation of combinations that exist, but currently five basic food service systems are used in school feeding:

1. The on-site system.
2. The central kitchen—pre-plated lunch distribution system.
3. The central kitchen—bulk pack lunch distribution system.
4. Cold-packaged lunch system.
5. Cup-can system.

The on-site system

The On-Site kitchen is the oldest and still the most widely used of all the systems. This conventional system has a kitchen with production, service, and clean-up personnel. Food of all types is received: raw food, convenience food, canned food, frozen food. The food is prepared or processed on the premises and served. The service may either be permanent ware, in which case a dishwasher is needed, or it may be disposables.

This kind of system has to have the facilities built into the school. The cost to equip an On-Site kitchen is expensive; in addition, the space cost that is required is enormous. The On-Site kitchen is not only expensive to equip and build, but is the most expensive to operate. Labor costs are greater, as are maintenance costs. The quality of the food is dependent upon the standards set by the staff in that school and the training of the personnel.

On-Site kitchens may be managed by school districts or food management companies. The services of a food management company may be needed when:

1. A trained school foodservice supervisor is not available.
2. The current management has failed.
3. The district or school is too small to afford the salary of a trained school foodservice supervisor.
4. Student demands require changes that cannot be brought about by the present operation.

The central kitchen

The Central Kitchen is known by many names, such as processing kitchen and production kitchen. Since this system was pioneered by the Corpus Christi schools and is used extensively, I will describe it in detail.

What is a Central Kitchen? It is defined as any centrally located kitchen where preparation of food is done for serving other locations. A school that serves other schools can be defined as a Central Kitchen. Or, it can be a kitchen designed for the primary purpose of producing food to be served elsewhere. In Corpus Christi, the system I direct, the Central Kitchen prepares 18,000 Type-A meals daily.

The Central Kitchen is one of the most exciting places to watch in operation. It is a completely mobile, flexible kitchen, and the appearance and mood of the kitchen changes depending upon two things: the shift, and the product or products being produced. The employees work "around the clock" in three shifts. As shift follows shift, the work flow is simplified and jobs move to completion without interruption. This speeds up production and helps materially in the control of labor costs. All food entering the kitchen is delivered from the warehouse or meat plant. It is checked for quality and quantity and shunted to the proper department for processing.

The processed food is shipped to the schools by one of two methods:

1. The Pre-Plated Lunch Distribution System.
2. The Bulk Pack Lunch Distribution System.

Before I discuss these distribution systems, I would like to acquaint you with the pros and cons of the Central Kitchen.

Pros

1. Eliminates small, repetitious businesses within one organization and there is better control in one unit as compared with a number of units.
2. The cooking procedures are concentrated in one place.
3. Savings are achieved in labor cost due to the serving of more meals per man hour.
4. Labor saved through the use of labor saving equipment—not feasible to install in on-site kitchens.
5. Provides maximum supervision with minimum supervisors.
6. Organizing and training one staff for the central kitchen is easier than training several staffs for individual cafeterias.
7. Combines functions and procedures.
8. Through the use of tested recipes food will be uniform in quality and appearance if controlled and supervised as compared with on-site kitchens where the end product is only as good as the top manager or cook in each location.
9. More flexible, can adjust more easily to change and new ideas.
10. Research in new dishes and technological advantages in equipment are more feasible.
11. Simplified ordering and bookkeeping.
12. There are fewer left-overs and waste, resulting in lower food cost.
13. Requires smaller inventories and more frequent and larger quantity deliveries to one location.
14. Afford on site food cost control which reflects in lower food costs:
    Recipes—Precosted.
    Menus—Precosted.
15. Savings are effected in space and equipment when the central kitchen is properly planned.
16. Less equipment stands idle during summer.
17. With fewer pieces of equipment, less maintenance.
18. The Corpus Christi system continues to be self-supporting because of Central Kitchen system. Lunch prices to the paying student have not been increased since 1966, and the program continues to operate in the black.

Cons

1. Not suitable for locations with variety type menu.
2. Not suitable for large operations 1500 or over.
3. Cost of Central Kitchen more than the total sum of individual kitchens.
4. Selling the program to the community.

PRE-PLATED LUNCH DISTRIBUTION SYSTEM

From one central kitchen, hot and cold packs are prepared. The hot packs—entree and vegetables—are packaged in foil or paper ovenware containers and covered with aluminum foil or polyfilm. The cold packs—salad, fruit, dessert, buttered bread, napkin and utensils—are packaged in clear plastic trays or cold pack trays and overwrapped with clear film. All containers and utensils are completely disposable.

The system consists of six basic operations:

1. Preparation.
2. Packaging.
3. Distribution.
4. Heating.
5. Serving.
6. Disposing.

Preparation of food can take place in a central kitchen. The prepared food is then refrigerated and stored in bulk containers until time for packaging.

Packaging of both hot and cold portions follows. Food is portioned into containers, and each container is covered and placed in a basket.

Distribution.—Each basket, holding 10 hot or cold lunch packs, is placed on a dolly. The loaded dollies can then be held under refrigeration until time for shipment, can be frozen, or can be covered with insulated blankets and placed on trucks for immediate distribution to satellite schools. A driver delivers the lunches to each school.

Heating.—At each satellite school the baskets containing hot packs are placed in a convection oven for heating. One load of hot packs (140–300 lunches) will heat in 12 to 18 minutes. After heating, the baskets are replaced on the dollies and wheeled to the serving area.

Serving.—At the serving area, both hot and cold packs are given to each child as he passes through the line.

Disposing.—When finished with lunch, the students dispose of containers. Pre-plated meals may be purchased commercially, in which case a system must be established to evaluate the quality and quantity of the meals. The preparation of pre-plated meals, whether by school personnel, under the direction of a food management company, or purchased commercially, must meet the Federal Regulations for a Type A lunch.

Pros

1. Fewer trained or experienced employees can carry out the job.
2. Less equipment and space is needed.
3. Temperature carefully controlled.
4. Sanitation may be more controlled.
5. Conservation of nutrients may be better than if untrained employees with poor preparation techniques have been preparing the meals.
6. Quantity is controlled with more uniform servings.

Cons

1. Lack of pride on the part of the employees in their work because of the feeling that anybody could do this.
2. Lack of the personal preference of seasonings.
3. Limited variety.
4. Quality is dependent upon oven and heating time. (This is the greatest disadvantage). Quality of meals often less than good after heating.
5. Cost of disposables—making this an expensive system.
6. Supplies bulky to store.
7. Trash.
8. Ecology.
9. Acceptance of meals by students.

Before this system proves itself, much more work is needed in programming the food before it goes into the oven as well as improving the ovens used in heating. (See attachment)

BULK PACK LUNCH DISTRIBUTION SYSTEM

The bulk pack lunch system is predicated on food being produced in a central kitchen and shipped to schools in bulk. The portioning of the food is done on the serving line in the receiving school. The food may be sent either hot or cold. If it is sent cold the food may be prepared in advance and shipped at whatever schedule is desired, not so with hot food. In the receiving school the equipment requirements are a refrigerator, oven and serving counter. The shipping equipment needed for the bulk system includes vacuum cans to transport liquids, upright closed carts for bread and pasteries, and hot and cold food for other foods. (See attachment.)

Pros

1. It maintains the personal atmosphere in the serving of food characteristic of on-site preperation and serving.
2. Portions can be adjusted to the size of the student.
3. Quality and nutritive value of the food will be affected very little by this method if extreme care is taken in limiting holding time and temperatures.
4. Disposables may be used in the serving of the food, or re-usable dishes and silverware used when dishwashing facilities are available.

Cons

1. Transporting of the food may present problems. The food containers may be heavy and require lifting. A loading dock at the feeder kitchen and the satellite school needs to be level with the transporting vehicle. A truck, bus, or large station wagon is needed.
2. The serving time at the satellite school may require more labor hours than is economically practical.

Cold-packaged lunch system

The cold-pack lunch system may be known as the Brown Bag Lunch, Vit-A-Lunch, Vita Pak, Astro-Pak, and other names. When the cold packaged method is used institutionally to provide lunches for students, the sanitation aspects will limit what can go into the lunch, how long it can be held, and at what temperature it must be held. The lunch consists of a sandwich, raw vegetables, fruit, and milk.

Pros

1. 1. It is an interim solution. It is a way of getting a nutritious lunch to children where there are no facilities.

2. It is possible to serve the lunch in the classroom, or at any other location without any equipment.

Cons

1. Limited variety in menus.
2. Lack of hot food.
3. The factory approach—Removing the atmosphere of the social aspect of eating.
4. Timing is a huge factor and speed is essential.
5. The food cost may run higher than for on-site preparation of the hot lunch, but the labor will be considerably less.
6. USDA commodities do not lend themselves to much utilization in this method.

Cup-can system

The Cup-Can or Econo-Lunch system is a hot lunch program where individual, service-size canned food is used. The Academy of Food Marketing at St. Joseph's College in Philadelphia and the Campbell Soup Company came up with the idea as a means of solving the immediate need for nutritious food in schools where facilities were limited.

Pros

1. Low cost per meal.
2. Easy operation with minimum of labor.
3. Requires little space to prepare.
4. Children can eat at their desk, if need be.
5. Part of the lunch is hot.

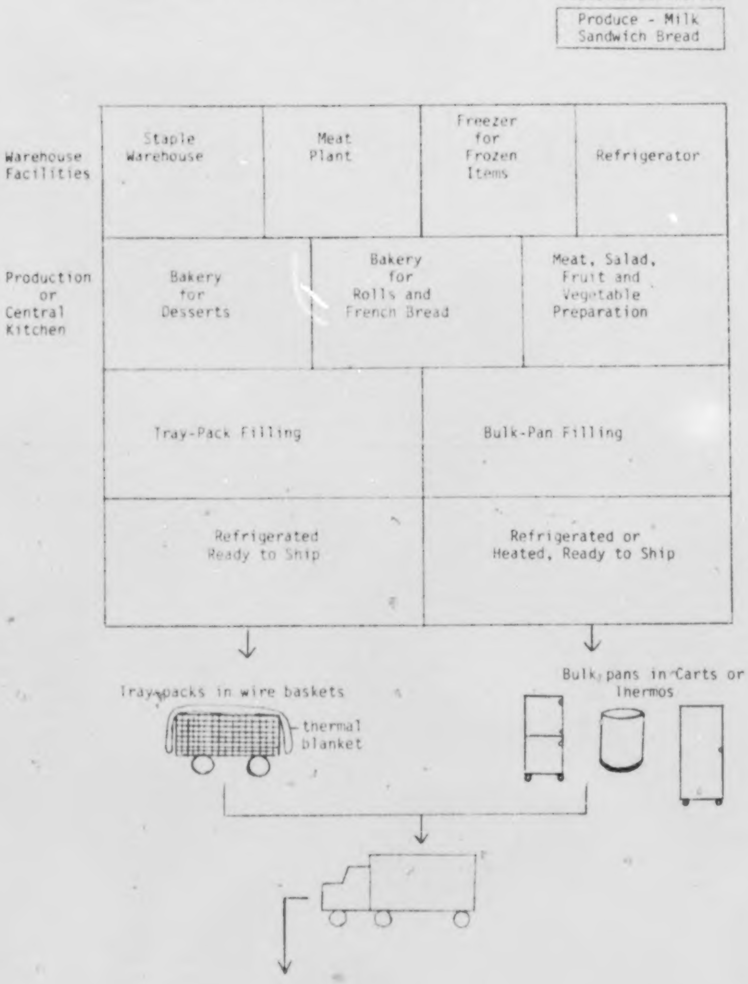
Cons

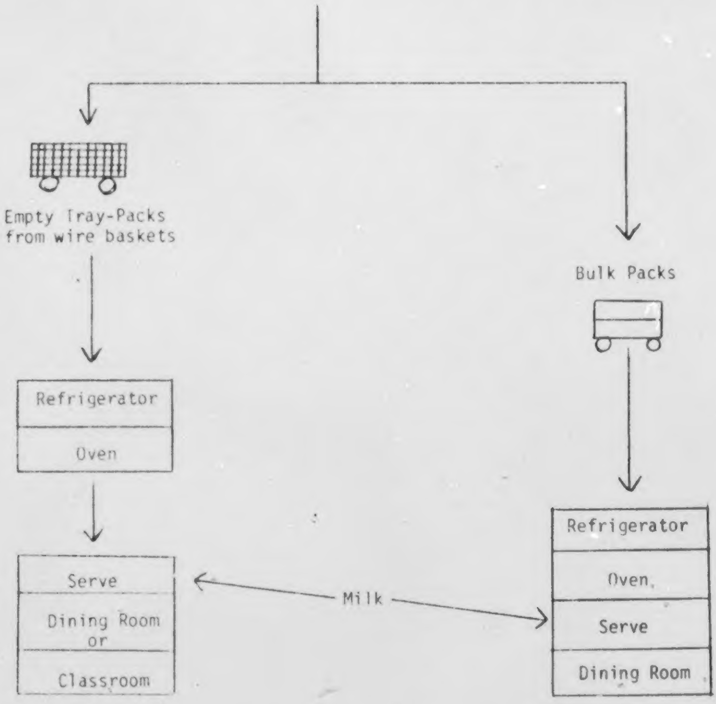
1. Menus are limited.

A milk cooler will be needed for storing milk, and storage space will be needed for the canned food. It is desirable to supplement the Cup-Can with bread, butter, fruit or vegetable, and ½ pint of milk.

THE CENTRAL KITCHEN

Pre-Plated Lunch and Bulk Pack Lunch Distribution Systems


Outside Deliveries
Produce - Milk
Sandwich Bread
Warehouse Facilities
Staple Warehouse
Meat Plant
Freezer for Frozen Items
Refrigerator
Production or Central Kitchen
Bakery for Desserts
Bakery for Rolls and French Bread
Meat, Salad, Fruit and Vegetable Preparation
Tray-Pack Filling
Bulk-Pan Filling
Refrigerated Ready to Ship
Refrigerated or Heated, Ready to Ship
Tray-packs in wire baskets
thermal blanket
Bulk pans in Carts or Thermos


Empty Tray-Packs
from wire baskets
Bulk Packs
Refrigerator
Oven
Serve
Dining Room
or
Classroom
Milk
Refrigerator
Oven
Serve
Dining Room

Ms. Applebaum. In conclusion, I would love to have an opportunity to speak to plate waste because we are very much involved in it, and maybe you will give me that chance a little later on. I think that our moderator wants us to move on.

In conclusion, I would just like to say that really and truly the success of a system has to do with management, the competency of management, the quality that they establish, the controls that they establish. I believe that a system is as good as the people who are operating it, and managing it, provided all things are equal.

Chairman Perkins. Thank you. We will now hear from our next witness, Mrs. Janet Shinn.

Dr. Perryman. With your permission, we will go with Ms. Carol Hawk, who will discuss for us implementation of the reduced price mandatory program, and declining participation of the paying child.

STATEMENT OF CAROL HAWK, ASSISTANT FOOD PROGRAM ADMINISTRATOR, STATE OF NEW JERSEY

Ms. Hawk. Mr. Chairman and members of the committee: My name is Carol Hawk, and I am representing the New Jersey Department of Education, Bureau of Child Nutrition Programs.

Walter Colender, the director of our bureau, was originally scheduled to speak today, but because of the imminent closing of all New Jersey public schools, and the department of education, which is scheduled to take place on July 1, he was unable to attend this meeting, and I was asked to speak in his place.

For this reason, I do not have a prepared statement for you to include in the record.

Before beginning, I would like to express our general satisfaction and appreciation with the 195 percent family-size income scale. I think, generally, we have gotten good response from this. We are sure that there are large numbers of children who are receiving meals now, who were not receiving them prior to the institution of that scale.

In analyzing the effects of the reduced price mandate, there are a number of factors which need to be considered because there are so many variables involved. The first one is the effectiveness of the implementation was undermined by the lateness of the delivery of the regulations to the State agencies.

We had to get all of these materials out to the schools in the month of January and February, after schools have been operating for a period of 4.5 or 6 months under the existing program. This made the implementation very, very difficult.

Second, I think that all of you are pretty well aware that we have not had the same program to work with for more than a 6-month period. It would help us greatly, in analyzing information, or analyzing the programs, if we had the same program to work with for a minimum of a year, maybe two would be wonderful. A year would be fine.

Another problem was that some States had a reduced price mandate prior to the Federal mandate. This also affected our data. One other factor is that we surveyed all the States, or we sent surveys to all of the States in the country, but we received replies from only 24. Pretty obviously, our data does not reflect what happens nationwide. But we feel that the sample we have gotten is a very good one.

We have broken the data down into two categories, essentially, and two charts have been passed out which will show you what is contained in those two categories.

The first chart deals with the reduced price meals mandated, or where States mandated it prior to the Federal mandate. This, I feel, indicates more of the effect of the 195 percent scale than the effect of the reduced mandate.

On that chart, we compared meals served during March of 1975, and March 1976. In March of 1975, approximately 820,000 reduced price lunches were served, and in March 1976 this increased to 1.2 million, which is approximately a 70-percent increase.

The second chart shows that in the States, where the reduced price meals were not mandated prior to the Federal mandate. While the factors relating to the chart are twofold, the mandated price and the 195-percent scale, it shows even a larger increase than what we had in the previous group.

March 1975 shows 3.2 million reduced price lunches served, and in March of 1976, approximately 5.6 million which is an 80-percent increase over the previous year.

The second point which I would like to speak to is the decline in the participation of the paying child. Again, we have the same kind of problems. There are so many variables involved that it is difficult to analyze this kind of information.

What we did was to choose five school districts in the State of New Jersey, which did have a school lunch program, and also did have reduced price meals prior to the 1976 school year.

In this chart, we show a radical decrease, I feel, in the number of paid lunches. I don't think that this can be attributed to the effect of the reduced mandate.

I think that probably, from school administrators that were spoken to, and also from the responses of State agencies in the survey that we conducted, the consensus appears to be that the reason for this is because of increased prices for the paying child, who is becoming less able to pay for meals.

In New Jersey, we have found that every time prices go up to the paying child, there is a percentage of decrease in participation. This has been consistent throughout.

There is one point that I wanted to speak to, which was spoken to earlier today. There were so many things brought up in the course of the testimony, and I find myself wanting to jump on each one. This one concerns me greatly, and I would like to read, for the record, the regulation, or quote the regulation which Mr. Boling, or Mr. Feltner referred to in their earlier testimony.

This is the regulation which places a warning on the application for free and reduced price meals. The reason that I would like to have this included is because I feel the warning is a little stronger than, I think, they did indicate it was.

> **This application is being made in connection with the receipt of Federal funds. School officials may, for cause, verify information on the application. Deliberate misrepresentation of information may subject the applicant to prosecution under applicable State and Federal criminal statutes.**

They have advised us that this paragraph must be inserted at the bottom of the very application for free and reduced price meals, and I wanted to bring that to your attention.

One major factor in the implementation of the new law on the child care food program and the breakfast program, and also the reduced mandate, has been the lack of administrative expense funds. I felt that this had to be mentioned.

In New Jersey, we have done an incredible job by implementing the programs, but it is very, very difficult to do when you are working with the same stuff that you had a year ago, or 2 years ago. In our case, this is very much what has happened.

I think that this completes my testimony, and I thank you very much.

[Charts referred to follow:]

REDUCED MEALS MANDATED IN 1975

STATE	MARCH 1975			MARCH 1976		
	Free	Reduced	Paid	Free	Reduced	Paid
ALABAMA	4,479,081	232,078	4,063,158	5,074,707	331,800	4,179,243
DELAWARE	373,316	24,574	899,099	484,051	41,588	1,042,201
DISTRICT OF COLUMBIA	931,766	42,714	187,295	1,146,707	49,753	208,877
NEW HAMPSHIRE	419,443	77,849	1,146,753	354,072	69,319	868,259
NEW JERSEY	3,512,142	184,032	~~9,410,958~~ [illegible]	4,911,830	364,716	11,841,443
SOUTH CAROLINA	435,638	54,207	1,372,094	513,291	93,678	1,475,789
WEST VIRGINIA	1,789,136	207,919	2,038,203	2,230,445	314,869	2,313,486
	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

REDUCED MEALS NOT MANDATED IN 1975

STATE	MARCH 1975			MARCH 1976		
	FREE.	REDUCED	PAID	FREE	REDUCED	PAID
ALASKA	134,364	2,645	432,304	151,845	6,898	473,802
ARKANSAS	2,432,263	37,275	2,810,003	3,000,653	182,720	3,352,392
CALIFORNIA	12,095,726	732,669	10,209,383	15,600,050	1,263,610	13,543,915
HAWAII	21,055	--	113,951	25,309	7,702	105,355
ILLINOIS	7,843,035	140,840	9,447,903	9,505,768	323,594	11,349,409
IOWA	1,083,610	170,726	6,347,179	1,261,869	259,435	7,137,842
LOUISIANA	6,653,487	77,375	5,803,073	7,590,904	247,795	6,874,101
MAINE	939,621	223,819	1,333,270	1,046,932	275,867	1,336,973
MARYLAND	2,300,542	259,596	3,554,154	3,077,998	443,080	4,436,386
MINNESOTA	1,609,221	273,114	7,045,777	1,799,686	434,214	8,032,802
MISSOURI	2,797,903	167,704	6,701,108	3,896,565	355,845	8,336,709
NEBRASKA	625,220	122,317	2,826,556	569,924	139,218	2,515,204
NO. DAKOTA	273,305	41,946	1,560,184	330,141	64,838	1,319,367
OKLAHOMA	1,994,298	80,017	3,590,622	2,363,868	185,274	3,818,025
PENNSYLVANIA	6,467,748	812,721	23,730,504	7,083,057	1,090,039	26,442,433
SO. DAKOTA	435,638	54,207	1,372,094	513,291	93,678	1,475,789
TENNESSEE	3,904,132	51,162	5,092,750	5,137,775	275,009	6,313,545
NEW MEXICO	[illegible]	[illegible]	[illegible]	[illegible]	5,648,816	[illegible]

Average Number of Lunches Purchased Daily by Paying Child in Stable Population Areas

School System	March 1975	March 1976
Livingston	1,574	1,490
Hamilton Township	3,687	3,497
Upper Penns Grove	1,095	702
New Brunswick	298	255
Montclair	1,083	955

Chairman **Perkins**. Dr. Perryman?

Dr. **Perryman**. I would like to introduce, at this point, Mrs. Janet Shinn, director of the food service program for Dade County, Florida. Mrs. Shinn will discuss distribution of commodities, their quality, and the decline in participation.

Chairman **Perkins**. We have a gentlemen, on this committee, from Dade County, Mr. Lehman. I think that Mr. Lehman may want to make a statement at this time.

Mr. **Lehman**. Thank you Mr. Chairman.

I am not just from Dade County. I am from the Dade County School System. Mrs. Shinn and I worked together for a number of years when I was a member of the school board before I came to Congress, and we now still work together on the school lunch program.

So, if you are ready with your statement, we can get it on the record.

STATEMENT OF JANET SHINN, DIRECTOR, FOOD SERVICES, MIAMI PUBLIC SCHOOLS

Mrs. **Shinn**. Mr. Chairman and committee members: My name is Janet Shinn, and I am the director of food service for Dade County public schools. I am pleased to be here and report to you.

The Dade County school district operates a food service program, serving 140,000 meals per day. We have a lunch program in all schools and a breakfast program in 73 schools. We anticipate opening 10 new schools this next school year, and eliminating some of the double session problems that we have.

Mr. **Lehman**. That means more lunch program?

Mrs. **Shinn**. We are going to be increasing the number of meals by 100,000 next year.

Mr. **Lehman**. How much are we charging them now?

Mrs. **Shinn**. Fifty-five cents and 65 cents.

First of all, we would like to take this opportunity to thank this committee for the help provided schools and school districts by a per meal reimbursement of commodity foods with the escalator clause and thus eliminating the previous feast or famine concept in the provision of donated commodity foods to schools.

This type of reimbursement has provided the opportunity for better budgetary forecasting and the ability to recommend to our respective school boards the lowest possible student meal price.

This is an important source of revenue to us. It represents about $2 million for our school system.

We would also like to take this opportunity to mention that we appreciate the detailed specifications that are developed by the Department of Agriculture in the provision of commodity foods, and, of course, the accompanying marketing safeguards that they give us with these commodity foods.

We would also like you to know that every effort is made to safeguard the storage and to control the use of these foods. They are not allocated as free foods, but they are stored, delivered and used, and accounted for as if they had been purchased by the local school board.

In Dade County, food service managers order these foods in accordance with planned menus, and in accordance with the amounts specified. I particularly wanted to bring this point out.

We do have a means, and this is part of the record, whereby these foods can be checked in each unit. We do have an accountability system in our central office, and we do take periodic inventories at the place of storage.

We feel that the commodity program assists not only our agricultural economy and providing nutritious foods for children, and guaranteeing, in a positive way, that funds appropriated for foods actually reach the students. We feel that cash could be more easily diverted.

We also recognize the need for continued improvement in the acquisition, allocation, and delivery of these foods. We also are aware of your desire to make the commodity program more receptive to our needs.

We would like to make these recommendations: We would like to see a process where the market form in which these commodity foods are purchased, reevaluated. As you know, we are moving into more convenient type foods, and we would like to see more of the commodities purchased in the convenient form.

We were pleased to participate in one of the evaluations of new products this year, in Dade County, which was a frozen and diced turkey roll. We tested this product, and we would like to see it come out of this program and be given to the schools.

We ask for consideration of timing of commodity purchases, since new crop estimates are available in September and October. It is felt that these purchases could be timed to arrive so that they could be used in the last 90 days of school.

We need more advance notification that the foods are available, so that they can be better utilized in our menu planning.

We also ask for consideration in the type of commodity foods purchased. For example, items such as meat, cheese, poultry, fruits and vegetables can help reduce the dollar amount spent for food purchases.

We would like to suggest that the normal use of a commodity food item in the school system be studied before excessive amounts of a specific commodity food be purchased. We would particularly like to have you look at this.

This year we got an excessive amount of commodity oil, and we are having trouble using that oil. We also received more dried prunes than we can use this school year.

Then, I do also want to mention that we do use processing contracts in our school system. We have used them for bread products, mayonnaise, pasta and poultry products. I have the figures.

I want to bring out these points. We do use processing contracts where we have a standard of identity for that food. For instance, we use mayonnaise because we have a standard of identity for that food.

If we do not have a standard of identity for that food, we carefully specify exactly the product that we desire, and we ask for acceptance service just as the USDA does in the purchase of the commodity foods.

So there is a control at the processing plant that we get, and do, in fact, get back a product equivalent to that which was purchased by the USDA.

Our processing contracts are supervised by the department of health and rehabilitative services in Florida. Our counties and school districts enter into that contract as a third party. So there is constant surveillance of those processing contracts.

Our processing contracts are supervised by the Department of elimination of the open-ended allocation of oil and grain products. So we have seen a decline in the use of processing contracts this year.

In closing, I would just like to say that perhaps we might use a small advisory committee, consisting of a State administrator, a local level director and a food service manager, to give input into the type of commodity foods to be purchased and their acceptability into the food service program, both to students and as an economic resource to reduce food costs.

Dr. Perryman would like me to speak to the decline in participation by the paying student. This has been a concern of ours in Dade County for a number of years. I have included as part of this report that in 1971–72 65.7 percent of the lunches served to students were served to children who paid the full price; 31.4 percent were free, and 2.7 percent reduced.

In 1974–75 that ratio had changed to 51.4 percent paid, 7 percent reduced, and 4 percent free.

Of course, we have had a change in economic conditions, and within that time we had two price increases, which affected this participation.

Thank you.

[Prepared statement of Mrs. Janet Shinn follows:]

PREPARED STATEMENT OF MRS. JANET SHINN, DIRECTOR, SCHOOL FOOD SERVICE, DADE COUNTY PUBLIC SCHOOLS

Mr. Chairman and Committee Members. My name is Janet Shinn, Director of Food Service, Dade County Public Schools. This school district operates a food service program serving 140,000 meals per day. We have a lunch program in all schools and a breakfast program in seventy three schools. We anticipate opening ten new schools this next school year, making a total of 249 schools in the district.

We would like to take this opportunity to thank this committee for the help provided schools and school districts by a "per meal" reimbursement of commodity foods with the escalator clause and thus eliminating the previous "feast or famine" concept in the provision of donated commodity foods to schools. This type of reimbursement has provided the opportunity for better budgetary forecasting and the ability to recommend to our respective school boards the lowest possible student meal sale prices. In Dade County, commodity foods are an important revenue source of approximately $2,000,000. There was in the past, no guarantee that the school system, would in fact, have available this source of revenue. A guarantee of a per meal value of commodity foods has made possible the very survival of the school food program in times of rising food and labor costs, giving food service operators the ability to keep sale prices from increasing at an even greater rate.

We would also like to take this opportunity to tell you that we appreciate the detailed specifications that are used in the purchase of commodity foods and the marketing regulatory safeguards, that, as a part of these specifications assure compliance and delivery of the products specified.

We would also like you to know that every effort is made to safeguard the storage and to control the use of these foods. They are not allocated as free foods, but are stored, delivered, used and accounted for, as if, they had been purchased by the local school board. In Dade County, food service managers order these foods in accordance with planned menus, and in accordance with the amounts specified. These orders are checked against inventories on hand and with menus by our supervisory staff. A daily storeroom issue record is maintained in each of the one hundred and seventy production centers. A monthly food cost summary is made showing the total amount of food used by category, purchased and commodity, with an average per meal cost by category (purchased and commodity).

Accountability as to how well commodity foods are used in each unit are checked against a planning schedule. Any excessive deviation from this schedule is available for checking. A perpetual type inventory of each commodity food is maintained in the central office and physical inventories at the central freezer and at the school district warehouse are made periodically. Monthly inventories are made at each production center.

It is felt that the commodity program assists our agricultural economy, providing nutritious foods for children and guaranteeing in the most positive way that funds appropriated for food actually reach the student. Cash can more easily be diverted.

We recognize the need for continued improvement in the acquisition, allocation and delivery of commodity foods and your desire to make the commodity program more receptive to the operational needs of the food service systems used by the various school districts throughout the United States. To achieve this goal, we would like to submit the following recommendations:

Regularly reevaluate the market form in which various commodity foods are purchased. Recent advancements in the technology of food products show a trend toward more partially prepared food items. Partially prepared food items are gaining in popularity as processing techniques improve and these foods with "built in" services can reduce the food production time in a school kitchen. Some of the items we receive as commodity foods are no longer purchased by food service programs. For example, why are commodity dried beans distributed when most school districts use canned dried beans? A constant researching of new market forms and a constant reevaluation of products by the United States Department of Agriculture should be a first priority to make the commodity program responsive to school district needs.

We were pleased in Dade County to participate in the recent evaluation of frozen diced turkey, a product we purchase and one to be considered for distribution as a commodity food. The use of more freeze dried products is another example of a new market form that might be tested to save energy and provide economical and safe storage.

We ask for consideration in the timing of commodity purchases. Since new crop estimates are available in September and October, it is felt that these commodity purchases could be timed to arrive so they can be utilized in the last ninety days of school. Otherwise, there is expensive storage over summer months and a general deterioration of products when they must be carried over into the next school year. We would prefer more advance notification so that commodity foods can be better utilized in menu planning.

We ask for consideration in the type of commodity foods purchased. For example, commodity food items of meat, cheese, poultry, fruits and vegetables can help reduce the dollar amount spent for food purchases. We would like to suggest that the normal use of a commodity food item in a school system be studied before excessive amounts of a specific commodity food is purchased. It is very difficult to absorb into a food service system excessive amounts of any one food item and have that item used to good advantage without waste.

We would also like to mention that we have made use of the processing contracts in utilizing commodity foods. We have contracts for bread products, mayonnaise, pasta and poultry products. It is estimated that the use of these processing contracts have saved in 1974-75 an estimated $159,259.00 and in 1975-76 an estimated $11,812.00. In the entire state of Florida, $861,600.00 was saved in fiscal year ending '75 and $287,213.00 for fiscal year '76 to date. As you can see there has been a decline in the use of contracts because of the elimination of the open-ended allocation of oil and grain products. Of these products, only peanut oil has been available in sufficient quantities to warrant a processing contract.

In closing, we would like to suggest the use of a small advisory committee consisting of a state administrator, local level system director and a food service manager to give input into the type of commodity foods to be purchased and their acceptability into the food service program, both to students and as an economic resource to reduce food costs.

	1971-72	Percent	1972-73	Percent	1973-74	Percent	1974-75	Percent	1975-76 (Apr. 30, 1976)	Percent
Total lunches	20,893,248	......	22,797,886	......	21,839,167	......	21,588,087	......	18,390,130	......
Paid lunches	13,740,112	65.7	13,738,291	60.2	13,221,437	60.5	11,111,797	51.4	8,030,198	43.6
Reduced price lunches	579,845	2.7	561,252	2.4	955,234	4.3	1,517,563	7.0	1,539,232	8.3
Free lunches	6,573,291	31.4	7,246,366	31.7	7,662,496	35.0	8,958,727	41.4	8,820,700	47.9

Dr. **PERRYMAN.** Mr. Chairman, that concludes the prepared statements for our panel.

Chairman **PERKINS.** These are all the prepared statements you have?

Dr. **PERRYMAN.** Yes.

Chairman **PERKINS.** I will recognize Mr. Lehman first, since he has his own Dade County school lunch director here.

Go ahead.

Mr. **LEHMAN.** Thank you, Mr. Chairman. I will try to be as brief as I can.

Mrs. Shinn, I think that where we are in this school lunch program is almost where you and I predicted it would be about this time, when we started to work together about 10 years ago.

I look at these figures, and they are almost on the same curve that we anticipated.

We speak in terms of Dade County, and for the last 10 years we have had a stable enrollment of 240,000 to 250,000 students. It has not changed too much since that time. Now we have 140,000 of those students on lunch programs, free or paid. This means that there are 100,000 students that do not even participate in the school lunch program for one reason or another. Ten years ago, it was much less than that, wasn't it?

Mrs. **SHINN.** Mr. Lehman, we have just about maintained the same level. Because of those double session schools we have, 33 schools with double sessions. As we move those off, I believe we will maintain the stable participation. We will serve the 140,000 meals.

Mr. **LEHMAN.** Ten years ago, you had——

Mrs. **SHINN.** We had 125,000, so we have increased slightly. I anticipate a greater increase this next year with the new schools opening.

Mr. **LEHMAN.** What concerns me is the nutrition that the 100,000 schoolchildren are not getting in Dade County. This is a balanced diet that 40 percent of the students in Dade County are not receiving at least once a day, and possibly not receiving it at all. They possibly are receiving it at home, but we don't know that for sure.

The other thing that I noticed, for the first time in Dade County this year, that we are now doing more free school lunches than regular paid school lunches. It seems that around 60,000 of the 140,000 schoolchildren are paying for their lunches at this time.

That is, about one out of four kids that go to school pay for their lunch in Dade County, which is not a hardcore poverty area. It is a big county with all kinds of income levels.

So, what I think we are gradually seeing is, as the price of the paid lunch continues to escalate, we have come down from 10 years ago. As I remember, it was about three-fourths of the children in Dade County who paid for their lunches.

Mrs. **SHINN.** That is right.

Mr. **LEHMAN.** It has been a big drop.

What I am particularly interested in, and we hope to be down to see you in Dade County, is with regard to the summer school lunch program which is not run exactly by the Dade County Public School Board. Is it run under your direction, or is it run under another organization?

Mrs. **SHINN.** I did not include it in this report, Mr. Lehman. We do contract with other agencies for the service of meals such as Head

Start, Feeding the Elderly, Migrant Children, but this is not included in this report.

Mr. **Lehman**. You are responsible for the school lunch program in your department?

Mrs. **Shinn**. Yes. We are cooperating with metropolitan Dade County in the service of lunches to the children in parks. We are also cooperating with our own community schools where we have recreational programs, and we are providing lunches to those children in our own community schools. Then there is our own quinmester.

Mr. **Lehman**. In the quinmester program, what portion of the children in Dade County are attending the summer quinmester?

Mrs. **Shinn**. Those figures just came in.

Mr. **Lehman**. About 60 percent, or not quite that high?

Mrs. **Shinn**. No. We anticipated serving 45,000 meals per day, and we will not serve that many. It is considerably below what we had anticipated. It will be close to 25,000 a day, plus these other park and recreation. So we will be serving between 30,000 and 40,000 lunches a day this summer.

Mr. **Lehman**. About half of this will be the quinmester and the other half the peripheral programs in the schools and so forth.

Mrs. **Shinn**. Right.

Mr. **Lehman**. So you are still doing a pretty good size summer feeding program.

Mrs. **Shinn**. Yes, one way or the other.

Mr. **Lehman**. Let me ask you. Does the food get paid for on your summer lunch program about the same way as it gets paid for in your regular school lunch program: Commodities, Federal assistance, and State assistance?

Mrs. **Shinn**. No.

Mr. **Lehman**. Where does the money come from?

Mrs. **Shinn**. The summer feeding program, Mr. Lehman, that is almost 100 percent federally funded. The regular lunch program, of course, we have matching requirements and we have county support. We also have some State support.

Mr. **Lehman**. Do you have any problems?

Mrs. **Shinn**. With the completely Federal funding?

Mr. **Lehman**. With the service to the children who want lunch, or the physical handling of the summer school lunch?

Mrs. **Shinn**. I don't know, we have just gotten started.

Mr. **Lehman**. I want to talk to you further about that, but I am not going to take the time of the committee.

I have one other question. I have listened to a lot of things about the preportioned pack. People arguing for or against. What percentage of your lunches is prepackaged?

Mrs. **Shinn**. We do not use the portion pack at all. We use the bulk satellite system. We have self-contained schools mostly at the secondary level and at the elementary level we have bulk kitchens and satellite kitchens.

Mr. **Lehman**. I cannot help but ask one other quick question.

We have a polycultural student body. We have the Jewish kids, and the Latin kids, and the black and the Anglo kids. How do you have a uniform school lunch program? How do you make it work, when you publish a school lunch menu every week?

Mrs. SHINN. That goes back to the construction of the menu, Mr. Lehman. In the schools, they may select an alternate item in order to eliminate plate waste.

We talk about plate waste, and we talk about plate consumption in our program, which is a much more positive view. By the way, we do not serve minimum amounts in our secondary schools. We serve 3 ounces of meat or alternate, and we serve more vegetables, and the students have some freedom of choice within that framework.

We did studies, when you were on the Board of Education in 1968 and 1969, and our consumption in our secondary schools was 98 or 97 percent, and I think that the lowest was 75 percent.

Mr. LEHMAN. You weigh in and weigh out. It is a positive way of looking at things.

I do not want to take any more of the committee's time right now. Perhaps we could meet later today, and I would like to be able to sit and chat with you.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. I sit here and I have half a headache and my hands are cold because I get so wound up over the business of whether it is free, reduced, or they are paying for it.

Ms. Hawk has given us a chart, and every State has increased participation in the school lunch program, every State on that chart. It is just unbelievable. Yet, you have a la carte, which you did not have several years ago, and those people are not even listed on these things.

The statement has been made that it is just a shift to free and reduced price, and this is what I have been telling this committee over and over again. We have a declining student population, and there are very few places that can say they do not have it.

The largest class is going to go into the senior grade. We have had a tremendous decrease on the elementary level, which is normally where your best participation is in the school lunch program.

I just cannot understand why we hash this out over and over again. I don't care whether the lunches are free, reduced price, or whether they are purchased, as long as they are getting the food. I will bet that a lot of people who normally pay for food in a type A lunch, a lot of those people are using an a la carte program, unless they can go off campus and buy food. This may not be true in certain school districts.

I need to know, for instance, on this chart, what the decline of the student population is. It does not tell me anything unless I know. I need to know if you serve a la carte.

Mrs. SHINN. We don't serve a la carte.

Mr. GOODLING. No a la carte?

Mrs. SHINN. Maybe I don't know what your definition is of the term "a la carte."

Mr. GOODLING. Where you can buy something else in the cafeteria than the type A lunch.

Mrs. SHINN. It depends on what level. In elementary there are additional things that they can purchase, and they can also buy additional milk and orange juice. There are things there for them to purchase.

Mr. GOODLING. They don't have to purchase the type A meal. So they could be in that lunchroom, and buying certain things.

Mrs. Shinn. Yes, but we deal mostly with the participation of the children eating a lunch at school. That is what we measure.

Mr. Goodling. All of this information here, I think, should put to rest once and for all this business of getting so excited about a declining participation in the school lunch program.

The way the regulations were written at one time, we made more money if we served free lunches than we did if we made our own. If they were paying, we did not make as much money in the program as we did if they were free and reduced price. I think that this has been changed somewhat, and you cannot get away with that as you once could.

I think that Mrs. Applebaum hit it on the head. She did not have to tell me that she has had a lot of experience in this business. I can tell just by listening to her. She talked about management, and she talked about quality. There are no two things that are going to sell your program any more than those two patricular things.

It takes a little bit of effort to schedule the meals so that they don't spend the entire lunch period standing in the line.

In our district we did not have centralized processing, or preparing, so our administrators had to eat the school lunch if they ever wanted to get a recommendation from me for a raise. They had to eat in the cafeteria, but I had to assign them on special days because I knew which one of the two buildings they were going to go to.

Who is behind that line, who is managing, and the quality of the preparation is so important.

I don't have any particular questions. I appreciate your testimony very much. As I said, I would hope that this kind of chart would put to rest some of this terrible concern about the participation in the regular school lunch program.

Our concern should be, why aren't some of those other youngsters eating. I bet that if you would do a survey, you would find some of the people who are not participating, or more of the people who are not participating in the school lunch program are youngsters who get a good nutritional meal at home.

Charles and I were just talking up here. My two children hardly ever eat in the cafeteria, and they are the healthiest two mortals. His eat the school lunch once a week. Those are not my concern. My concern is for those who may not be getting anything at home. Those who are not getting proper nutrition at home.

I think that we probably need a study to zero in on who it is that is not participating, and why are they not participating. In part, I think that it will be just the age that they are going through. I think that we are going through some of that at the present time, at least I do at my home.

I appreciate your testimony because you people who are on the firing line you are not reading out of some books somewhere. You are not sitting in some ivory tower some place. You are there, seeing what is going on every day. It is very obvious that you are very enthusiastic about what you are doing. I am sure that this is the reason your programs are successful.

Thank you very much for your testimony.

Mr. **Lehman**. We have a quorum call. I am waiting for Chairman Perkins to come back, because I know that he has a couple of questions that he wants to ask.

If money were no problem, how would you run a school lunch program?

Dr. **Perryman**. Are you addressing that question to anyone in particular?

Mr. **Lehman**. No.

Dr. **Perryman**. I would think in terms of the two practitioners that are on the district level, Mrs. Applebaum and Mrs. Shinn.

Mr. **Lehman**. Would you serve a breakfast to every kid when he comes to school?

Mrs. **Applebaum**. I was very interested in an article that I just recently read. Somebody in the article said that school lunch is really not a place where you come to get deluxe food. I sort of take exception to that sort of thing.

I really think that whatever you prepare really can be extraordinary.

If money were no problem, what would I do? I think probably higher wages, but I am not sure that I would do it a whole lot different because we are not lacking for money, interestingly enough. We pretty well have enough to operate with. If you have a high percentage of kids, apparently they are going to eat well.

Mr. **Lehman**. Let me interrupt and tell you a little story I heard. I was talking to a high school teacher in one of the very low-income schools in Washington. She asked the kids to project 10 years ahead, and to describe a typical day in their life, and to write a paper.

They wrote a paragraph on it. A typical day in their life 10 years from now, they would be sitting around their backyard swimming pool, enjoying life, planning a trip to Europe on a 747 jet, and then thinking about that evening they were going to go to McDonald's for dinner with the whole family.

Mr. **Goodling**. Mr. Lehman, before I leave, may I make one last remark.

Mrs. Shinn, the last paragraph in your statement is a very good suggestion with regard to an advisory group. I think that every one understands that the shift in what kind of foods you get, and if you get any, of course, has changed primarily because now we have found how to fully produce on the farms, and sell in the international market, which is probably the only thing that saved us during the oil embargo.

I remember that sometimes we used to get cheese until it came out of our ears, but that happened to be the surplus. I think that it is a good recommendation that you have.

Mr. **Lehman**. When I made that remark about McDonald's, I did not know that there was a school district in Oregon that had turned its operation over to McDonald's.

The point I was trying to make is that to the junior high school level, the most luxurious meal that you can imagine is a blank check to McDonald's.

I think that I will meet Mr. Perkins in the corridor. Meantime, the subcommittee will be in temporary recess.

(Whereupon, the subcommittee recessed temporarily.)

Chairman **Perkins**. The committee will resume its sitting.

In your statement, you asert that USDA estimates that 7 million children will drop out of the school lunch program if the block grant proposal is adopted. I don't want to be presumptious, but I don't think that it has any chance of being adopted.

If it is adopted, however, you state that 7 million children will be lost to the program. Could you explain that estimate, and also please explain your statement that costs rise as regular participation falls.

What effect will this have on the needy children receiving free lunches?

Dr. **Perryman.** On varying experience of various school food service operators around the country, participation does drop with an increase in prices. Perhaps some of it goes back, but certainly not all of it.

As we have indicated, the Department of Agriculture's own estimate is that if all Federal financial assistance for the paying child were to be terminanted, there would be this drop of 7 million in participation.

We believe very strong that this would begin a vicious circle. If 7 million children dropped out of the program, our production process works basically the same as anyone else's, the higher the production, the lower the per unit cost. If the production drops, the unit cost is going to go up, forcing an additional increase in the price to the paying child, which is going to cause a further decrease in participation to the point where we are going to approach the situation where only the poverty child can afford to eat in the lunchroom.

This, then, brings up many more mechanical problems. The busing, and the poverty child scattered all over a town, a few in one school and a few in another, the mechanics of providing a food service only for the poverty child, and basically only for the poverty child, will be so horrendous and so expensive that we believe many school districts will simply close down their program.

Chairman **Perkins.** Let me ask you, Mrs. Hawk, to comment on the same question.

Ms. **Hawk.** I think the feeling in New Jersey, we have gone on record, our commissioner has gone on record to state that the block grant would radically decrease participation in the program.

One of my major concerns is that the block grant is said to provide enough funds needed to provide meals to the nonneedy child. However, we are certain that there is not money available for that to happen, number one. Number two, I am concerned about the child care food program and the summer food program. I feel that these are very recent additions to what has, in the past, been called the school lunch program, and what is now being called the child nutrition programs.

I feel that the child nutrition programs are very important, and I don't think that these should any longer be stepchildren of the school lunch program. Since they are such a recent addition to the child nutrition family, I would expect that many States would tend to deemphasize these particular programs, and most of the money available would go into the schools.

Chairman **Perkins.** Mrs. Shinn, do you want to comment on the question.

Mrs. **Shinn.** We have two concerns. We know that we would not receive reimbursement for the child who pays for his lunch. We would have to increase our price. The cost to produce that lunch is right now pretty close to 85 or 90 cents.

Each time we have raised the selling price of the lunch, we have lost 5 to 10 percent of our children, and that is for just a nickel. If we have to increase 25 cents, we could almost be assured that we will lose those children from this program.

Chairman PERKINS. Let us assume, under the block grant approach, that you have eliminated your regular program altogether for the kids above—reduced price and free categories. What would happen to those categories?

Mrs. SHINN. The cost of production would increase and this would cost the Federal Government more to provide lunches for those children. It would require more funds to feed them because we would lose our volume. In essence, it would be self-defeating to take that reimbursement away from the so-called nonneedy children, because, really, all children need their lunch at school. All children are needy as far as nutrition is concerned.

Chairman PERKINS. Do you agree, Mrs. Applebaum?

Mrs. APPLEBAUM. Indeed.

Chairman PERKINS. Do you want to comment briefly?

Mrs. APPLEBAUM. There is another comment which I would like to make, and I am not sure whether Dr. Perryman did make it. I think that it would really be sort of a violation. I think that you would be able to identify the needy child because of his participation in the lunch program. I think that you would have a tremendous decrease in the paying child.

Chairman PERKINS. Now, Mrs. Applebaum, you put a heavy emphasis on the preplated meals in your school system, but you also have other methods of serving food, you stated, such as bulk pack and the regular school kitchen.

Have you noticed any difference in the amount of plate waste resulting from the use of the different systems?

Mrs. APPLEBAUM. First let me say this. Actually, the preplated system is by far the smallest of all our system. We are doing it strictly because we are continuing to experiment with that system in order to bring it up to where it should be, because there are some inherent problems in it.

I think, really, when you talk about plate waste, and I made a few notes here, has anybody really identified what we mean by plate waste?

Have we decided what percentage of waste it means? Does it mean the whole meal; a portion of the meal? I sort of begin to wrestle with this whole thing of plate waste myself, so that I have to really know that.

We have four systems, and we do not find a whole lot of difference. I send my supervisors out in the field. We take a great deal of care, when it comes to the preplated meal. If the preplated meal sits for any length of time, from the time it is taken from the oven until the student receives it, things happen to the food underneath that foil wrap.

We have a very close time in line, and we even ask our managers to record it. We will not allow a meal to stand more than 10 minutes, so that you do not have deterioration of product. Under those conditions, if the product is comparable when it comes from the oven, then the plate waste is similar.

If there is not care taken, and it has to do with the handling of the merchandise, students will not eat burnt food, they will not eat soggy food. They will not eat those kinds of things.

If the meals are fairly equal, the plate waste is also fairly equal. Plate waste is subject to area. It is really a complex subject which I think has about six or seven parts, when we start talking about plate waste.

Chairman **PERKINS**. Do you want to comment on it, Ms. Hawk?

Ms. **HAWK**. In New Jersey, we recently participated in the Federal plate waste study. I believe that a total of approximately six schools were involved in the study. One grade, I believe that it was the sixth grade, was studied in those schools.

First of all, I do not think that this gives us a very good indication of what is going on in New Jersey in term of plate waste. It is a small percentage of the total number of schools we serve.

Secondly, Mr. Colender has indicated that from the preliminary contacts with the people conducting the study, what they were able to find was minimal.

We have proposed a 1-percent proposal, which would be a section 10 proposal which would study plate waste in full in New Jersey. We have met with the Department of Agriculture's regional office on this subject, and they are very encouraging in terms of our using this money in this way.

I guess it sounds like a copout to say that we want to study it, but we do. We feel that it needs to be studied and we are working on a study which would help us.

Chairman **PERKINS**. Mrs. Shinn, let me ask you to comment as to whether the problem of plate waste is as extensive as it appears to be from the releases from the Department of Agriculture.

Mrs. **SHINN**. I have not seen any releases from the Department of Agriculture. Let me comment on that. I have heard a little bit on them.

Chairman **PERKINS**. I was referring to some articles in the local newspaper.

Mrs. **SHINN**. I have not seen whole lunches thrown away in our system, let me say that.

Chairman **PERKINS**. In your system, to what extent do you feel you have plate waste?

Mrs. **SHINN**. We have some. We try to control it by varying the portions for the smaller children. This is in the training of our employees. They are responsive to the different ages of children.

Also, we took part in the computer-assisted menu planning study a year ago, and we studied plate waste in 20 of our elementary schools. We took item by item, and food by food, and studied the consumption from those computer-assisted menus, plus the control schools.

We did learn from those that there are certain foods that children do not accept as readily as other foods, and we are tailoring our menus to eliminate those—not to eliminate, but to decrease the number of times they appear on a menu, and to provide for the children those things which they accept and like.

We have always tried to do this.

We have also introduced into our system new menu items through an evaluation by the students themselves. We used 25 schools as test sites, and when we tried something, we go to the students and get their reaction as to whether or not they would like to get this menu item for their lunches. By that method, we get some student input.

Chairman **PERKINS**. Dr. Perryman, would you like to comment?

Dr. **PERRYMAN**. Yes, Mr. Chairman.

I wonder if this rash of newspaper publicity does not reflect a turn in the road of child nutrition programs, and perhaps a refinement of them.

There was a time when we went through a period of enormous pressure with a great thrust to extend the outreach of these programs, to bring them within physical and financial reach of every child in the Nation.

I remember at one seminar, where a director of a major midwestern city said: "We do not have programs in some 100 of our schools because we do not have facilities. We cannot do it."

The minority leader stood up very calmly and objectively and said: "When we bring legal action against you, you will find a way." That school system did find a way in a very few months.

Many of our school districts have been operating under this pressure, and they have gone to those means available to put food in front of children where food preparation facilities are not available.

I think that now we are going to get into refinements and a determination to improve quality. Perhaps the consideration of the press in this matter is not all bad, because it is going to give a lot of impetus to continually evaluating our programs and make a constant effort to improve them.

Chairman **PERKINS**. Before we complete these hearings, we will hear from the food service people again.

I want to take this opportunity to thank all of you for your appearance. You have given us information that has been most beneficial to us on this committee. I know that you are all dedicated to the school lunch program.

It has been insinuated time and time again that we do not have adequate dedication in many of the school systems throughout the country for a good school lunch program. That is something that we have to counteract. If it happens to be true, then we have to take steps to correct those situations.

I am most thankful to all of you today for your appearance here.

The committee will now stand adjourned, subject to call of the Chair.

[Whereupon, at 11:15 a.m., the subcommittee adjourned, subject to call of the Chair.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF HELEN WARD, ATTORNEY, PROJECT F.E.A.D.: FOOD EMERGENCY ACTION DEVELOPMENT, FAIRFIELD COUNTY LEGAL SERVICES, INC., BRIDGEPORT, CONN.

My name is Helen Ward. I am the attorney for Food Emergency Action Development Project, a state-wide program created jointly by Legal Services and the Community Action Agencies to increase awareness and of participation in federal food programs throughout the state of Connecticut.

I would like to commend this Committee for holding hearings on the Summer Feeding Program. As the attorney for Project F.E.A.D., I have assisted the 14 Community Action Agencies in applying for certification of their summer feeding programs for reimbursement under the National School Lunch Act. The program is a vital one for maintaining adequate nutritional levels in participating children during the months when they are not in school. In areas where there is no school lunch program, the months during which the summer feeding program is in operation are the only months during the year in which needy children can be assured of at least one nutritious meal per day. Project F.E.A.D. is a strong supporter of the program and has worked hard to increase participation in it.

It is therefore of special concern to us that a provision in the new regulations for the program has had the effect of decreasing participation here in Connecticut. This provision, 7 C.F.R. § 225.2 (x), allows a residential camp to certify its summer feeding sites as eligble for the program by submitting individual financial information on each child but does not allow this option for nonresidenutial institutions Instead, these institutions must certify their sites by showing that *all* the children who are to be fed at the site come from areas in which "poor economic conditions" exist, meaning areas in which 33⅓ percent of the children who reside there are eligible for free or reduced price lunches under the National School Lunch Program.

This provision, aside from causing a great deal of administrative work for program applicants in submitting the requisite data, operates to exclude needy children in certain areas where either the neighborhood as a whole is not poor or where the data needed to document the site simply does not exist.

The provision has caused the following problems:

1. Sites which draw their attendance from a wide variety of neighborhoods from which children are bused to the sites have as much difficulty as residential camps in gathering data from each area in order to show that *all* their children are from areas in which poor economic conditions exist. Yet the new regulations allow individual financial information to be used to certify only residential camp sites.

2. If a site has even one child who resides in an area in which poor economic conditions do not exist, then the entire site is rendered ineligible even though all children at the site, including that one child, are needy.

3. Even where all the children fed at the sites are shown to be from areas in which poor economic conditions exist, often young people from poor families who help supervise the program under the Work Experience Program, cannot eat at the site themselves unless the towns in which they reside are also documented.

4. Poor rural areas are at a distinct disadvantage because of this provision. The kind of data which is readily available in urban areas (e.g. federal housing grants, Model Cities grants, etc.) often are not available in rural areas. In addition, it is often not possible to document a rural site by showing that 33⅓% of the children in a rural school district are eligible for free or reduced price meals because most rural areas do not have a school lunch program and therefore do not have the income data on the children attending the schools. Even where a milk program is in operation, due to lack of outreach, the participation rates are not high enough to show that 33⅓% of *all* the children attending school are eligible. Furthermore, the guidelines under the milk program are only the free standard, a much more restrictive standard than the standard for reduced price meals. Thus the only data available in many rural areas is census tract data which is outdated and which only shows the percentage of persons below the poverty line, a far lower standard than the eligiblity standard for reduced price lunches.

5. Many Headstart programs have had difficulty certifying their sites this summer because of this provision. Last year, all children, by virtue of their acceptance into the Headstart Program were automatically eligible for the Summer Feeding Program because documentation on an individual basis was permissable. Now, under the new regulations, Headstart centers must document that each child lives in an area where poor economic conditions exist. In addition to the administrative burden this creates, many Headstart Centers, because eligibility for their program is based on the individual child, take needy children who do not reside in poor areas. Under the new regulations, these children, however needy, can render the whole Center ineligible for the Summer Feeding Program.

In summary, then, the provision operates to the disadvantage of those needy children who are unfortunate enough to live in rural areas or in so-called poverty pockets of relatively wealthy areas and who are thereby excluded from the Summer Feeding Program solely because of the location of their homes. This "area" approach to documentation encourages income segregation by refusing summer feeding funds to neighborhoods of fair economic integration. This can't have been the intent of Congress when it enacted the Child Nutrition Act.

I strongly recommend that this Committee bring pressure to bear on the United States Department of Agriculture to change the regulations to allow individual documentation on a case-by-case basis for all non-residential summer feeding sites as well as for residential camps. Otherwise thousands of needy children will continue to go hungry during the summer months solely because of their place of residence.

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

WEDNESDAY, JUNE 30, 1976

House of Representatives,
Subcommittee on Elementary, Secondary and
Vocational Education of the Committee
on Education and Labor,
Washington, D.C.

The subcommittee met at 9:15 a.m., pursuant to notice, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Mottl, Hall, Quie, Pressler, and Goodling.

Staff present: John F. Jennings, majority counsel; and Charles Radcliffe, minority counsel.

Chairman Perkins. The meeting will come to order.

I am delighted to welcome before the committee Mr. William Hartenstein, president, Pennsylvania School Food Service Association, Dr. Shirley Hansen, special legislative assitant, American Association of School Administrators, and Dr. Paul Lachance, professor, Nutrition Physiology and Food Service, Rutgers University.

Come around, we will hear from all of you this morning because the House goes in at 10.

Among the distinguished members of this committee is Congressman Goodling of Pennsylvania.

Mr. Goodling. Thank you, Mr. Chairman.

We are pleased to welcome William Hartenstein, president of the Pennsylvania School Food Service Association, who is a young innovative food service individual. We are interested in what he has to say.

He has with him Ron Gabryszak, Pennsylvania Foods Association legislative chairman. We are happy to have him with us this morning to testify.

Chairman Perkins. Do you care to make a statement, Mr. Hall?

Mr. Hall. No, other than to welcome them.

Chairman Perkins. Mr. Mottl?

Mr. Mottl. No, thank you, Mr. Chairman.

Chairman Perkins. All right. Our first witness this morning is Mr. William Hartenstein. Go ahead, Mr. Hartenstein.

[Prepared statement of William Hartenstein follows:]

Prepared Statement of William J. Hartenstein, Coordinator of Food Services, North Penn School District; President, Pennsylvania School Food Service Association

Mr. Chairman and members of the Committee: My name is William Hartenstein and I am employed as the Coordinator of Food Services for the North Penn

School District which is located in Lansdale, Pennsylvania. I am also president of the Pennsylvania School Food Service Association, a 3,000 member affiliate of the American School Food Service Association.

I appear here today at the request of the sub-committee, having been recommended by Congressman Goodling of Pennsylvania.

It is my understanding that the purpose of this oversight hearing is to solicit input regarding implementation of legislation passed affecting the national school lunch program and associated concerns.

Ms. Beatie Clay of our staff indicated to me that my comments should focus on the following:

A. Plate waste and its contributing factors.
B. Ramifications of "offer vs. served" in high school lunch programs.
C. Effect of price increases of type A lunches on participation levels.
D. Block grants.
E. Competitive food services.
F. Commodity delivery systems.

PLATE WASTE

In February 1975 during sub-committee hearings regarding child nutrition programs, Congressman Goodling voiced concern over the subject of plate waste in lunch programs. This subject soon became one of the key elements in the piece of legislation then under discussion. While I fully sympathized with the Congressman's concern; I as many of my colleagues, could not offer a solution which could be applied uniformly. I did not feel then, as now, that it is possible to legislate what someone will or will not eat. There are far too many variables involved.

Think for a moment, if you will, of the many restaurants and banquets at which you have eaten. Did you eat everything that was served to you?

Now think of school children, who for the most part are expected to consume the full contents of a type A lunch in 10 to 15 minutes, an almost impossible task when you consider that in most schools lunch does not exceed 30 minutes. Considering the time it takes to get to the cafeteria, wait in line, find a place to sit, converse with friends and finally eat, there is little possibility that all elements of the lunch will be eaten. This is doubly compounded if you are only seven years old and in the second grade. Those of us with young children, know that the appetite of a small child does not meet the challenge of the full type A pattern.

OFFER VS. SERVED

As to children at the high school level, it is my opinion that a type A lunch, properly prepared and appetizingly merchandised, will be fully consumed, if not inhaled, with the student returning for the second lunch.

I do not view the offer vs. served concept as any threat what-so-ever at North Penn because I do not regularly include on the menus those items which historically have carried negative connotations. (Example: creamed spinach, cauliflower, casserole items). Why? Because students are not looking for a heavy carbohydrate-filled meal at lunch time. Furthermore, such items do not hold up well on a steam table for any period of time. Yet, many school lunch directors persist in placing such items on their menus on a day to day basis because they feel good nutrition warrants it. If the offer vs. served concept forces such outdated convictions into oblivion, then so be it.

It should be noted that offer vs. served has yet to be officially implemented in Pennsylvania. I was informed by the state office of Food and Nutrition Services that USDA has yet to send the regulations for implementation.

Finally on this subject, it bothers me that congress has taken upon itself a precedent-setting piece of legislation in that Child Nutrition is the only federally funded program I know of that specifically legislates waste control. There are numerous multi-billion dollar programs that have constantly generated cost overruns yet were not penalized for want of a better word.

PRICE INCREASES

It is an economically proven fact that as prices increase, purchases decrease, and so it is with school lunches, oil or any commodity for that matter. Some may argue that each increase in the guidelines for free and reduced price lunches tends to pick up the families who are annually priced out of the school lunch market. However, this needs to be measured against an aggressive economic society that annually tends to financially upgrade its members keeping middle class Americans little more than even with inflation.

Each year, more and more school districts are seeing the value of a sound nutrition program for their children and are opening lunch facilities. Since 1947, nationwide participation in the type A program has risen from 6,596,633 to 25.4 million meals per day, an increase of from 24.8% of available participants to 49.8%. I keep wondering if this ever increasing figure is not in vain.

BLOCK GRANT

As a middle-class taxpayer, it bothers me that the national school lunch program, with each increase in eligibility guidelines, sinks further and further into a purely welfare function. If the program were to become a *purely* welfare orientated effort, as it would under the Block Grant concept, the taxpayer who annually finds himself only one or two steps beyond the poverty level would probably revolt as a result of forced increases in lunch prices to his child. School districts would have no alternative but to abandon lunch programs which I believe have proven educationally sound. We have all heard the saying "You can't teach a hungry child."

If each of us feels that nutrition programs in public schools are important to the welfare of our country, then we need to make a firm and lasting commitment to their financial well-being. To this end, the Pennsylvania School Food Service Association has adopted the following position:

A dynamic nutrition education program that begins in early childhood and continues through the elementary and secondary schools can help young children to acquire positive attitudes toward food. Such a program can help older children assume responsibility for their own food selection and prepare them for adult and parental responsibility. As citizens in a democracy, it is imperative that children develop good nutrition practices along with a sense of social consciousness to enable them to participate intelligently in our society.

It is, therefore, the opinion of the Pennsylvania School Food Service Association that nutritionally sound meals and associated nutrition education programs should be co-partners in the educational system of our State.

Finally, were Block Grants to be implemented with funds being channeled through the Pennsylvania Department of Education, it is my opinion that Philadelphia and Pittsburgh, the state's largest poverty areas, would receive by far the majority of funds leaving little for small districts such as mine which has only 600 students out of 10,500 participating in free and reduced price programs.

COMPETITIVE FOOD SERVICES

Never in the history of Child Nutrition Programs have participating school districts and their respective lunch directors been challenged to justify every aspect of their food operation as they have since profit oriented contract food companies won the right to bid on administering a district's lunch program.

In this age of taxpayer associations and their almost militant demands for accountability, it becomes less and less possible to financially support lunch programs. There are, of course, as many incompetent school lunch directors as there are incompetent doctors, lawyers, etc. But realistically, there are also many lunch directors who know that they are administering money losing operations, who are forced to do so by their school boards.

Political patronage has become a way of modern life. However, a school board that is guilty of this practice can easily cut budgets, when forced to do so, by hiring an outside, unrelated company to do the dirty work for them. In most cases, the contractor becomes the employer who then pares staff to realistic levels while abolishing all of the benefits a long term district employee may have accumulated. Can this be fairly termed competitive food systems? Legislate that contractors retain benefits acquired by employees and I guarantee you would see few competitive food services operating in public schools.

This is not to say that there isn't a need for profit oriented competitive food services. My point is that a well managed, non-profit, district controlled program can far better provide for the needs of its children.

COMMODITY DELIVERY SYSTEMS

The commodity program as administered by USDA in my opinion has grown into the most unresponsive and falsely justified program ever conceived. Born at a time when food was rotting because of over abundance, the program may have been justifiable. Today, to rationalize its existence is a mockery to the world's starving.

I am realistic enough to admit that my own program could ill afford to purchase the $125,000.00 plus commodities it received during the 1975–76 school year. But I would, as a firm believer in free enterprise, be far better off purchasing the commodities I need, not prunes and peanuts, with $125,000.00 cash in lieu of commodities plus the additional monies which would be available if USDA's commodity purchasing bureaucracy were abandoned.

In conclusion, may I say that I appreciate this opportunity to share with the sub-committee the views of many Pennsylvanians involved in child nutrition programs in addition to some personal convictions.

WILLIAM HARTENSTEIN, PRESIDENT, PENNSYLVANIA SCHOOL FOOD SERVICE ASSOCIATION

Mr. Hartenstein. Thank you, Mr. Chairman.

My name is Bill Hartenstein and I am employed as the coordinator of food services for the North Penn School District which is located in Lansdale, Pa. North Penn is a moderate-sized school district in Pennsylvania, having about 10,500 students, feeding about 70 percent of those on a type A basis each day. I am also president of the Pennsylvania School Food Service Association, a 3,000-member affiliate of the American School Food Service Association.

Today I was asked to focus my attention on six basic areas: Plate waste, the "offer versus served" concept, price increases, bloc grants, competitive food services, and the commodity delivery systems.

You recall back in February 1975 Congressman Goodling voiced concern over the subject of plate waste. While I sympathized with the Congressman at that time, I didn't agree with him totally. While I and my colleagues did not offer a viable alternative to what he was suggesting, I didn't feel it was possible to legislate what someone will or will not eat, and I still don't.

However I have found that the offshoot of this "offer versus served" has presented no problem whatsoever. I found, after checking into this, that this was something that North Penn School District had been doing unofficially, if you will, for years.

I don't at North Penn see the "offer versus served" as any problem whatsoever. At North Penn we offer to the children exactly what they will eat. We merchandise it. And rather than consuming it they virtually inhale it.

In the elementary schools as far as "offer versus served" is concerned when it comes to a 7-year-old child in the second grade there is absolutely no way that he or she can consume a full complement of a type A lunch. We do not force this nor have we for many years forced the entire complement on them. If they want more, we give it to them. If they don't choose to take the soup that day, we don't force it upon them.

I would like to make it plain that at this stage the "offer versus served" concept has not been implemented in Pennsylvania.

I spoke with our director in the State Office of Food Nutrition. He informed me that USDA has yet to send the regulations governing the implementation of this concept. He hesitates to proceed with it at this point.

On the subject of price increases, I think it has been economically proven that as price increases, purchases decrease. So it is with school lunches, oil or any other commodity. Some may argue that each increase in the guidelines for free and reduced price lunches tends to pick up the families who are annually priced out of the school lunch market. However this needs to be measured against an aggressive economic society that annually tends to financially upgrade its members keeping middle class Americans little more than even with inflation.

I am firmly convinced that should the block grant concept as the President has proposed go into effect we turn the school lunch program into virtually a welfare-oriented program. I don't buy this as an individual, let alone a food service director. I don't think it is purely a welfare-oriented program. I think over the last 30 years the rationale for its existence has changed. We no longer have huge commodities rotting in warehouses. We no longer have serious nutritional problems throughout the country in the sense that people are dying right and left. So I think the time has come to reestablish the purpose of the national child nutrition program.

I think one of the most important reasons, rationale, for it is based on economics. The committee has for many years been supplied with how many pounds of this we buy on a national level and how many quarts of that. There is a lot of money spent in the Nation's school lunch program. I think if for no other reasons than economic ones it is a justifiable program.

But also many times I have heard that school lunch should be an integral part of the educational program in our schools. It is not. It has not been. I do not see it becoming an integral part simply because education will not allow that to happen. We function as restaurants. We function as a service-oriented facility. From time to time we do make inroads and have the opportunity to present programs to students. But that is the exception. That is not the rule.

I think until the day comes when we make it an integral part we have to legislate to make it an integral part of the educational program.

On the subject of competitive food services, never before in the history of the child nutrition programs have food service directors been as uptight as they have been in the last couple of years.

We have many competent school food service directors, as we do doctors, lawyers, as anything else. But I think for the most part nationally school lunch is run by capable people.

However, one of the most difficult things to go before a school board and justify at the time for budget are the constant year-by-year built-in costs, the retirement contributions, the Blue Cross, et cetera.

If the school board has to continually budget these, we, not being an integral part of the educational program, are the first to go. One of the easiest things for a school district to do is to call in a competitive food service, a contracted company, if you will, and turn the food service operation to them, wherein they become the employer and the school district relinquishes all of its responsibilities. They don't have to pay the Blue Cross and Blue Shield and thousands of dollars are being saved.

Can we term these competitive food services? I don't think so because we are not weighing apples and apples. I think it is grossly unfair that the school district has the opportunity to relinquish its responsibilities to its employees in such a manner.

It is my feeling that were it not for this particular avenue of getting out of paying these expenses that you would have very few competitive food services in public schools.

On the subject of the commodity delivery system, as I have noted in my statement here, the commodity program as administered by USDA in my opinion has grown into the most unresponsive and falsely justified program ever conceived. Born at a time when food was rotting because of overabundance, the program may have been justifiable. Today, to rationalize its existence is a mockery to the world's starving.

Last year North Penn School District received approximately $125,000 worth of Government commodity foods. I must be realistic enough to say that if I had to purchase that amount of food out of operating capital, I would have been in the red. There is no doubt about that.

So economically speaking we need that food. But my feeling is this: Get the USDA out of the purchasing business and turn that bureaucracy that has grown over the years that purchases all these foods into a dollar value and release to school districts cash in lieu of commodities plus the additional moneys that could be realized through the abandonment of the bureaucracy.

Mr. Chairman, members of the committee, I appreciate the opportunity to appear today. I will gladly answer any questions you might have.

Chairman PERKINS. We will go ahead with Dr. Hansen and receive your testimony.

[Prepared statement of Dr. Shirley J. Hansen follows:]

PREPARED STATEMENT OF DR. SHIRLEY J. HANSEN, SPECIAL LEGISLATIVE ASSISTANT, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Mr. Chairman and members of the Committee: My name is Shirley J. Hansen and I am a Special Legislative Assistant for the American Association of School Administrators. It is a pleasure to appear before you this morning on behalf of the American Association of School Administrators (AASA). This national professional association, designed to serve school superintendents, has approximately 20,000 members representing school districts of every size and geographical location.

AASA's standing committee on Federal Policy and Legislation as part of their federal policy recommendations for 1976, framed and submitted the following statement to the Executive Committee of AASA:

In spite of recent advances, many deserving American children go hungry each day. We continue to urge full funding of the federal share in the Amended National School Lunch Program, especially in provision of free and reduced-priced lunches. Continuation and expansion of the school breakfast program is a desirable effort.

This Committee supports the concept of the universal availability of the free lunch program.

The Executive Committee, the association's governing board elected by the entire AASA membership, adopted above statement on November 24, 1975.

On behalf of the AASA, I wish to officially note and commend you, Mr. Chairman, and the members of the Subcommittee for the leadership you have exercised toward our mutual goal of seeing no child goes without these vitally needed nutritional benefits. As a superintendent in New York State commented, "Research has established a relationship between a child's nutritional level and his ability to learn. If we can put free books, free pencils, and free paper in their hands, how can we deny them a good hot lunch?"

AASA has supported and will continue to support the Subcommittee's efforts to attain this goal.

However, the National School Lunch Program as implemented under Public Law 94–105, is not without its administrative problems. We thank you for holding these over-sight hearings to provide a forum to more clearly identify some of these problems.

I would like to preface the following comments relative to these issues and problems by stating that the observations presented here are reflective of informal comments coming into our AASA Office of Governmental Relations and the results of selected calls made to our members across the country in preparation for today's hearing. I talked with superintendents from the north and south and from the west to east coast, from big cities to small rural communities as well as districts that serve prepackaged lunches, ala carte lunches, and a district with a contracted food service program. The following comments are not intended to, nor do they, represent the thinking of our entire membership.

The comments should also be considered in the context that they primarily originate from the chief school officers who must be concerned with the *total* school program and see lunch programs as part of this entire operation. The superintendent is not intimately involved with food service functions; but perhaps their observations can bring before the Subcommittee a perspective unique to the superintendent's position.

The overriding concern stated by these contacts was the almost continuing need to increase paid lunch prices. A few reported they were stabilized this past year, but others reported as many as three price increases in the last two years. They all cited increased food and labor costs as the primary reasons for the needed increases. Two superintendents from small districts felt the cash in lieu of decreased commodities gave them the flexibility needed to stabilize the lunch prices this past year; however, an assistant superintendent for business in a larger district directly attributed "cash in lieu of commodities" provision as the main reason prices were increased. He stated he could not buy commodities in sufficient quantities to match the government's quoted prices.

Every person contacted stated emphatically that increased prices for lunches resulted in decreased participation. One fairly large district that increased prices in the fall of 1974, again mid-year, and again in the fall of 1975, said each time participation "dropped like a rock" for about one and a half months and then would climb back but never to its previous level.

Many of the superintendents also expressed considerable concern regarding the amount of record keeping needed to be in compliance. One superintendent in South Dakota said he had spent $1500 for auditors alone plus tying up two school people half time for three months to revise their bookkeeping and bring it into compliance. To add to this superintendent's frustrations, he was informed that to comply he should also get cash registers—a $35,000 expense—which he termed "absurd."

School administrators across the country also report that the mechanisms for establishing eligibility for free and reduced-price lunches has become increasingly burdensome.

The regulations and paper work related to the school lunch program is clearly an administrative burden here as it is in so many educational programs. AASA strongly urges the Subcommittee to consider this problem and see if some procedure could be identified that would assure the effective operation of the school lunch program with less administrativia.

Indeed, one of the appeals of the trend to contract school lunch programs to private companies is the provision that they assume the bookkeeping headaches.

Regarding plate waste, one district that has pre-packaged lunches for the elementary students and ala carte for the secondary students reported greater plate waste with the prepackaged lunch, but cautioned this could be a function of age not manner of serving. Right to refuse servings is reportedly helping the plate waste problem, particularly where an effort has been made to inform the students of this option. No evidence could be found that a corollation exists between increased nutritional education and reduced plate waste.

I would be remiss if I did not emphasize that the Subcommittee's efforts has clearly kept many a school lunch program available to all students, including the specially needy. But I also must inform you that if that support is reduced, there are districts that will close down their lunch programs. Mr. Wiliam Offutt of the Salem, Oregon schools reported the school board has stated that rather than increase their prices again they will go out of the food service business. In Salem, where school lunch prices are 50¢ for elementary students and 60¢ for secondary students, the school district *lost* $150,000 on their food service program this past year. Mr. Offutt reported a growing resentment that financially hard pressed districts are being placed in a welfare role.

It should be stressed that no one wishes to deny the school children a nutritional mid-day meal; however, many school districts are operating their school lunch programs in the red. In a climate of limited revenues and mounting public pressures to produce educational results, it becomes exceedingly difficult to divert educational dollars to the food service program.

Again, we thank you for the support you have given school administrators in their efforts to meet this special need of children. AASA strongly urges your continued support of this important program.

The American Association of School Administrators has appreciated the opportunity to submit these comments for your consideration and would be pleased to respond to any questions you may have.

Thank you.

DR. SHIRLEY HANSEN, SPECIAL LEGISLATIVE ASSISTANT, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

Ms. HANSEN. Thank you, Mr. Chairman.

It is a pleasure to appear this morning on behalf of the American Association of School Administrators. I have given testimony for the record. I would just like to summarize the high points.

I would like to begin by mentioning a statement drafted by our Federal Policy and Legislation Committee as part of their Federal policy recommendations for 1976, which were subsequently submitted to our executive committee, which is a governing board and elected by all the membership.

The statement reads:

> In spite of recent advances, many deserving American children go hungry each day. We continue to urge full funding of the Federal share in the amended National School Lunch Program, especially in provision of free and reduced-priced lunches. Continuation and expansion of the school breakfast program is a desirable effort.
>
> This Committee supports the concept of the universal availability of the free lunch program.

Resting on this statement, I wish on behalf of AASA to officially note and commend you, Mr. Chairman and members of the committee, for the leadership which you have exercised toward this mutual goal of seeing that no child goes without these vitally needed nutritional benefits.

As a superintendent in New York State commented:

> Research has established a relationship between a child's nutritional level and his ability to learn. If we can put free books, free pencils and free paper in their hands, how can we deny them a good hot lunch?

However, the National School Lunch Program as implemented under Public Law 94–105 is not without its administrative problems.

With reference to informal comments that have come into AASA's Office of Governmental Relations and selected phone calls I have made in preparation for today's testimony, I would like to make a few comments based on those observations.

I talked with superintendents from the North and South and from the West to East coast, from the big school districts to the small school districts, from districts that serve prepackaged lunches and a la carte lunches and a district with a contracted food service program. So I offer these comments only from the people I have talked with. It is not representative of the thinking of the entire membership.

These are school superintendents and chief school officers. They are concerned with the total school program and see lunch programs as part of this entire operation. Therefore their observations can bring before this committee a perspective unique to the superintendents' position.

The overriding concern that these people raised that I talked with was the increased price of paid lunches. A couple of them found that they had stabilized this past year. But more often I found that prices had to be increased.

Two superintendents from small districts felt the cash in lieu of decreased commodities gave them the flexibility needed to stabilize the lunch prices this past year; however, an assistant superintendent for business in a larger district directly attributed "cash in lieu of commodities" provision as the main reason prices were increased. He found that buying commodities in sufficient quantities for their food service program did not match the Government's price quoted on those commodities. He simply did not buy it in sufficient quantity.

Every person contacted stated emphatically that increased prices for lunches resulted in decreased participation. One large district in the West said that every time they raised the prices the participation dropped "like a rock." It would gradually come up again, but never to the previous level.

Many of the superintendents also expressed considerable concern regarding the amount of recordkeeping needed to be in compliance, and also with the amount of time required to establish eligibility for free and reduced-price lunches.

They are very sensitive to the need for consideration, courtesy and confidentiality in establishing eligibility. This all takes time.

The regulations and paperwork related to the school lunch program is clearly an administrative burden here as it is in so many educational programs. AASA strongly urges the subcommittee to consider this problem and see if some procedure could be identified that would assure the effective operation of the school lunch program with less administrativia.

In fact the administrative burden has caused one administrator that I talked with to go to the contracted school lunch program because the contract people have assumed the bookkeeping headaches.

Regarding plate waste, one district found that there was greater plate waste with the prepackaged lunch than with a la carte. But they did say that the prepackaged was for elementary and the a la carte was for secondary and it could be a function of the age of the children.

I found several, who said that the right to refuse serving or "offer versus served" had helped considerably, especially if the student recognized they have that option. They said they could find no correlation between increased nutritional education and reduced plate waste.

We believe that the subcommittee's efforts have kept many a school lunch program available to all students, including especially the needy.

But I also must inform you that if that support is reduced there are districts that will close down their school lunch programs.

Mr. Offutt of Salem, Oreg., has reported that their school board has made a decision after three price increases in the past 2 years that they will not increase their prices again. They will go out of the food service business. At the present time they are charging 50 cents for elementary students and 60 cents for secondary students and last year lost $150,000. They expect a growing resentment if financially hard-pressed districts are increasingly placed in a welfare role.

It should be stressed that no school administrators wish to deny children a nutritional midday meal. However, many school districts are operating in the red. In a climate of limited revenues and mounting public pressures to produce educational results, it becomes exceedingly difficult to divert educational dollars to the food service program.

Again, thank you on behalf of the school administrators who are trying to meet this special need.

We offer you our continued support.

I appreciate the opportunity to make these comments, this morning, Mr. Chairman.

Chairman **Perkins**. Thank you very much, Dr. Hansen.

Go right ahead. Identify yourself.

[Prepared statement and related material of Dr. Paul Lachance follows:]

PREPARED STATEMENT AND RELATED MATERIAL OF DR. PAUL A. LACHANCE

I am Dr. Paul A. Lachance, Professor of Nutrition and Food Science at Rutgers—The State University of New Jersey. Whereas, my background training was in nutrition (Ph.D., University of Ottawa, Canada) my career has involved seven years in government service, including being the first NASA Flight Food and Nutrition Coordinator for the U.S. Manned Space Flight Program. Between 1970 and 1972 I was Director of the Rutgers School Food Service Effectiveness Research Project (jointly funded by OEO and USDA). This project involved identifying limiting factors in school food service (Appendix A). We advised over 100 food companies interested in school food service and cooperated with several New Jersey school districts.

I find it ironic that the problems of food preference and food quality as it affects food acceptance and plate waste has gained notoriety because it has gained the attention of the press (May 1976 Congressional Record page E2774–2776 and S7640–7642). These issues are not new, one only has to recall the preference for and quality of K-rations in World War II and the associated waste. Today the long range patrol ration (evolved concomittantly with the space food development program) has received plaudits for its acceptance. As Telly Savalas would say "You've come a long way baby." At the moment, school food service is at the crossroads and it is easier to be critical than to be objective. School food service has evolved too. In fact it has accelerated dramatically since the White House Conference on Food, Nutrition, and Health in December 1969. I can remember Dr. Jean Mayer making analogies to airline feeding in order to meet child nutrition needs. Subsequently legislation permitted contract feeding and the use of vendor prepared foods in school food service which in turn permitted a dramatic increase in feeding the less fortunate children of America. The alternative to this approach was to build thousands of new school buildings with their own kitchens.

The cost/benefit choice we now have was made. It was a wise choice and in business economics it is noteworthy that commercial food service operations made the same decisions, as evidenced by airline feeding, the Marriott type hotel food service system, and the newer hospital convenience foods systems. I am convinced that the issue is not the food service system used. There are some sad meals being prepared in on-site kitchens too! Further, the issue is not nutritive value. Everything we know about nutrient retention by means of freezing and chilling indicates it is the system of choice (see 2nd Edition, Nutritional Evaluation of Food Processing, Ed. by R.S. Harris and E. Karmas, AVI Publishing Company, Inc., Westport, Conn. 1975, 670 pp). Our experience with the nutritive value of the pre plated frozen foods shows that they provide what one would expect from the Type A pattern. In other words, these meals are not inferior in nutritive value (Appendix B).

Specifically concerning plate waste, limited evidence exist for food waste in garbage (by weight of input food) in typical American households of 8–10.5 percent for vegetables, 6 percent for fruits, 6–7 percent for cereals, and up to 12 percent for protein foods. That does not include garbage disposal losses (Dr. William Rathje, Director—The Garbage Project, Department of Anthropology, University of Arizona, Tucson, Arizona 85721). Plate waste in school lunch was studied in Ohio in 1957 (Journal of the American Dietetic Association, 34:615, 1958). The average waste of vegetables was 10–15 percent (and as high as 24 percent). The average waste of protein foods was 7–16 percent (and as high as 21 percent). The average wastage of fruits was 9–10 percent (and as high as 15 percent). It was higher in lower grades 1–3 and, as expected, least for desserts and highest for vegetables. The new USDA results, which I have not seen in complete detail, are more extensive but in the same direction. Our experience, at Rutgers, with plate waste was directed to measuring relative preference when a food also had been rated acceptable by children in an elementary school environment (grades 1–5). Highly preferred items such as pizza had a plate waste of at least 7.0 percent but as high as 18 percent. Dessert items such as chocolate cake had 6.5–15 percent plate waste. Even gingerbread cookies had a plate waste ranging from 7.0–21 percent on different days. Chocolate pudding is in this same category (21.5 percent). Frankfurters had a 7.0–13 percent plate waste. Hamburgers had a 2–20 percent plate waste. Casserole dishes such as chicken stew or beef stew had up to 25 percent plate waste. Milk waste varied 7–20 percent with the flavor of the milk and the other foods involved being variables.

Problems include: (1) portion size for younger children. The Type A pattern, until recently has been a fixed standard. The use of Nutrient Defined Menu Planning (as an alternate) could permit portion size adjustment, but depending on the application, the cost/benefit of such a procedure must be scrutinized. Further, there is an experience curve involved. I believe with nutritional labeling data, the method could be simplified. School food service has simply evolved faster than newer management tools have. We are dealing at the emotional level if we fail to recognize where we were and where we are going. (2) Familiarity with the food. For example, cole slaw is not a child food and in our experience rarely eaten in the home. We are dealing with a low-cost approach to Type A menu planning compliance; also the need to consider cultural differences and the lack of food education. (3) The time of day the lunch break occurs and its duration. In many schools 3 lunch periods are involved and eating within three hours of a prior meal may be involved. In other instances, it is a "rush" experience. This is a scheduling problem which varies with the adequacy of the school's facilities and the general attitude toward the food service program. (4) The lunch room environment is a consideration with which very few have concerned themselves. A relatively quiet, congenial atmosphere is practically impossible in a converted gym with the odor of sweat. We observed better acceptance and lower plate waste in a classroom or a small dining setting. We live in a throwaway culture which supposedly is suppose to disappear when it reads "School Lunch." Such logic does not excuse the situation but it does justify sensible remedial approaches.

In my judgment, the needed remedial approaches are: (1) food quality specification approaches which screen out low cost bidders which capitalize on lower cost food quality approaches; (2) food quality specifications which meet nutritive and child size needs; (3) food preference testing with children to minimize waste and with which to guide food education efforts in the classroom and the lunchroom; (4) quality assurance testing, including child acceptance testing to assure item and menu standards; (5) food and nutrition education for teachers and school nurses in cooperation with school food service directors (HR 8584/S 1945); (6) improved and innovative lunchroom environments; and ultimately (7) the establishment of the school district as the health delivery center of each community (Appendix C).

School food service is the single most important community health activity in the USA. The reason we don't appreciate it is because it impacts generally healthy individuals—they are not helpless infants and they are not compromised by aging. Our children are the human resource of America, who will make the next generation possible, both in mental health and physical health and whose health status will determine whether cost for medical care will rise, stabilize, or decline in the future. The investment is so critical that it cannot have constraining social and economic guidelines.

Thank you.

APPENDIX A

RECOMMENDATIONS AND IMPLICATIONS

General

Food service research is a new field and the identifiable problems are many. The approach utilized by Rutgers was directed towards identifying and isolating the limiting factor(s) constraining significant improvements in effectiveness.

Three parameters were given emphasis: acceptance, nutrition and cost. These three parameters apply to all school feeding decision making, ranging from the school districts' election to participate in federal child feeding programs to development and marketing of individual foods and ingredients. These terms, however, have different definitions depending upon the situation.

When a school district considers child feeding and considerations are acceptance in a socio-political sense and not only an organoleptic sense; nutrition is considered in the broad technical sense (including the food service system to be selected) rather than nutritive value or biochemical resultant of food; and overall cost is considered in terms of the school board budget and local taxes irrespective of federal/state subsidy.

New Jersey has had a unique opportunity to delimit the priorities of these parameters in school district decision making. An OEO Grant permitted the State of New Jersey to defray in some school districts most of the cost of child feeding (i.e. provide the matching funds were lacking in the urban cities). Experience indicates that this alone was not sufficient, and is not most limiting. The Rutgers effort permitted selected school districts to optimize the technical choices and effectiveness of school food service systems. This alone was not sufficient to prompt a school district to enter the NSLP or similar program. In fact, the combination of the two, at least in the case of two sizeable school districts was not sufficient to prompt acceptance of a child feeding program. We therefore believe that political acceptance, including the lack of concrete data on the educational value of child feeding programs on performance is the most limiting factor constraining school districts from participating in school feeding programs, even when the need appears self-evident. We feel this fact has been too little emphasized in Congressional as well as other political and educational arenas. It is not a matter of nutrition education but of social attitudes, educational naivety and political power struggles within school district administrations.

The second most limiting need is the necessary management tool for school district decision makers to show in selecting the most appropriate food service system(s) compatible with their particular existing and planned facilities.

The third most limiting consideration is cost. A school district which is one million dollars in the red simply cannot consider a program which requires matching funds. It is embarrassing to recognize that many federal/state educational programs, in contrast to school feeding, do not require matching funds. This is awkward in view of the fact that human performance is dependent upon the proper functioning of an individual's biochemistry which in turn requires as a fundamental prerequisite the input of nutrient chemicals in socially acceptable food forms.

Implications

There is substantial need for technological improvements in school food service, but Rutgers believes there is no technological reason preventing the feeding of at least one meal (particularly with the availability of a Nutrient Standard) to every child in every school in this country.

(1) A need exists for the conduct of systematic studies of the effect of child feeding on performance, including the extension of existing studies and a review and documentation of all nutritional literature pertaining to educational performance including child behavior as affected by feeding programs in developed countries.

(2) A decision making kit needs to be evolved for use at the school district school board level for the intelligent review and systematic appraisal of alternate favorable feeding systems.

(3) A need exists for the establishment within the USDA Extension Service of a full time child feeding program specialist in each State University.

(4) A need exists for a grass root educational program at the State level leading to certification of school food service personnel. This should have priority over Regional Workshops because it will impact a greater need.

(5) Consideration of a program to increase the knowledge of teachers concerning the benefits of school feeding. Given that school districts administrative personnel accept school feeding, the next most limited resistance is from teachers who resent the supervision demands of school feeding and either do not understand or are unwilling to consider the educational benefits of feeding vis-a-vis the cost in time and nuisance factor of a feeding program. Note that this implication has no bearing on curriculum matters.

ACCEPTANCE AS A PARAMETER

Within a food service system the parameters of acceptance, nutrition and cost have different definitions.

Acceptance represents those organoleptic characteristics which make the food acceptable to the social individual, in this case the child. However, it is important to recognize that child acceptance has very often been prejudged by menu planners, parents, and teachers. On the other hand, child participation is very dependent on his acceptance of the food. In fact, a critical appraisal of those school districts which drop out of the NSLP indicates that often it is because the system has increasingly lost money because the children would not buy (i.e. accept) the food. One of the first, if not the first, areas in which a child can express his independence is in food choices. Therefore the child's acceptance of food is more constraining than that of the parent, teacher or menu planner. If the product is not acceptable, the child does not eat it, even when the food item is free.

In all studies of acceptance, particularly of new foods, Rutgers has first screened for child acceptance before considering cost and nutritional contribution (which an individual cannot see or feel). Nutrients at low cost which are not acceptable are not only wasted to the individual but increase cost in terms of waste management.

Effective participation requires highly acceptable food. The five faces acceptance technique utilized at Rutgers is considered a very good tool for predicting acceptance. It is so simple that any school food service manager could pre-screen with the assistance of the district's school children all foods being considered for purchase and/or conduct acceptance studies of various menu components. This objective data could be used to isolate and substantiate reasons for variations in participation.

The guidelines concerning food combinations, e.g. Type A pattern, and cost of food are invariably constraining student acceptance. Since the Type A is intended to promote food combinations for balanced nutrition, an alternate nutritional guideline is needed and is discussed later in this section as a nutrition parameter. What many individuals do not realize is that many food combinations are made not because they comply with the Type A pattern but because they are lower cost combinations. Two particular food sources contribute to this situation which very often lowers child acceptance: (1) the use (often misuse of donated foods), and (2) the lack of choice presented by the package deal of caterers and contracted pre-plated pre-frozen meals. The first situation is related to lack of extensive and consistent experience in the maximal utilization of commodity foods. The second situation is related to unit pricing of meals to meet the available funds by means of shifting the individual profit/loss meals through menu planning (usually four weeks) toward the profit meals. The irony of this situation is that the Type A pattern represents a good excuse particularly if varied menus are insisted upon in spite of the children's obvious preference for more frequent exposure to certain meals. There is much more pride or profit in menu planning than there is concern for child participation and food in the belly. This does not question the integrity of those school food service personnel who try their best and are interested. It is the same individuals who belie the lack of competent help, or who have satellite systems wherein service is of necessity distant, but most of all who invariably must cope with serving hundreds of students in a matter of minutes. Good intentions simply do not remove these facts, particularly when the demand is for feeding more children.

Implications

(1) Food acceptance (to children) should be a prime criteria in assessing participation problems.

(2) The five faces, hedonically rated, acceptance form as used at Rutgers represents a tool which could be used at local district levels to aid food management decisions. The acceptance criteria is an essential and primary requisite in the experimental evaluation of new, engineered, nutrified, processed or prepared foods. Many other methods are available but the simplest method is to be favored since it can be uniformly used from grades K through 12 and above without difficulty. The acceptance testing of experimental foods should follow a sequence in which the ultimate test is data from children. Adults frequently prejudge a food when they should only consider it conceptually. Children K to 3 or 4 can only rate a food acceptable or nonacceptable and cannot be depended upon to determine the "gray" areas or reasons why a food is good or bad.

(3) Actively exposing children to a new food can be a learning experience. However, one is as likely to adversely affect as to concretely affect food awareness when the exposure is passive as it is in a mass feeding operation. A corollary of this that classroom feeding is more amenable to positively affecting food awareness because the exposure is more apt to be active. In testing new foods, teachers principles and the food marketing offerings of the school food service facilities. Kindergarten to fourth grade children are very apt to mimic the adult response in order to gain favor irrespective of their own real likes or dislikes. There must be a fostering of cooperation between the teaching of new foods and nutrition principles and the food marketing offerings of the school food service facilities.

NUTRITION AS A PARAMETER

Without a doubt, the nutritional value of food is the most important criteria in child feeding programs, but it cannot and does not displace food acceptance. The reason nutrition is important is because the quality of an individual's biochemistry is directly dependent upon the quality and quantity of the chemical nutrients required by the biochemistry of the recipient.

The Rutgers effort was essentially the first to explore the nutrient standard for menu planning in lieu of a food pattern (e.g. Type A). We have conclusively demonstrated the feasibility of the concept. We have also demonstrated that the industry is willing and able to respond to nutrient guidelines which are technologically compatible with the nature of given products. In contrast to a food pattern and associated food exchanges, nutrient standard menu planning requires simple food combination guidelines. In contrast to CAMP wherein the menu components are "engineered" to meet a predetermined nutrient goal, the Rutgers method simply states the minimum number of menu items and their class, which in combination must meet a selected nutrient goal. The nutrient defined breakfast pattern simply states that a minimum of two foods, a beverage and a solid should provide ¼ of the mean RDA for 10–12 yr. old boys and girls (K–6). This balanced meal can invariably be provided if one item is nutrified and calories are not constraining. The nutrient defined lunch pattern simply states that a minimum of three foods, a beverage, entree and snack or dessert should provide ⅓ of the mean RDA for 10–12 yr. old boys and girls (K–6).

Before undue concern is given for calories, it is important to point out that (1) the "Basic Four" (ARS 62–4) does not assure full RDA calories; (2) the existing USDA patterns do not assure full RDA calories; and (3) two out of five children in the USA are considered obese.

It is interesting to note that the RDA pattern for 10–12 yr. old boys and girls very closely approximates the average RDA for a family of four (Senti, 1971 Am. Cereal Chemistry Meeting) and has application not only in school feeding but in nutritional labeling. The obvious nutrition education advantage of an "idealized" RDA for child feeding programs is for the child, as the eventual adult consumer concerned with nutritional labeling and its relationship to health, and should prompt furtherance of the concept.

The single most outstanding benefit of a nutrient standard in child feeding programs is the direct concern a food manufacturer must have for the nutritional value of his products. Whereas food has been purveyed on the basis of acceptance and/or cost, the burden and responsibility for nutrition has been on food combinations as made by the menu planner/user. A nutrient standard demands nutrient composition information, justifiable nutrification for process losses or use (storage, preparation) reasons and shifts a substantial share of the burden on the food manufacturer. It does not remove the need or acceptance and reasonable cost.

The most limiting obstacles to the use of a nutrient standard are: (1) Agreement on a standard, since there are discrepancies in the various federal proposals to which the industry must respond. School food service criteria have no reason to be uniquely different for the 180 days a child is in school; (2) suitable nutrient information of foods and information on the effect of preparation on nutrient levels; (3) demonstrated suitability.

There is no question that the RDA is an acceptable standard (Advisory Committee to the USDA, White House Conference on Food, Nutrition and Health, AMA Council on Food and Nutrition). With protein quality considerations considered the RDA's assure 24 nutrients of the recognized 52 nutrients generally accepted as required by man. The 1973 RDA will very likely include an additional 3 to 5 nutrients. Therefore, the probability of nutrient quality assurance will continue to increase.

The nutrient information on foods has been limited to that found in the USDA Handbooks and a few other selected handbooks such as Bowes and Church. This information has considerable limitation in terms of accuracy but not in terms of use as a guideline. The error on complex foods can be as much as 100 percent but on the average is probably 20 percent. The error on food ingredients such as oils, flours, etc. is low.

Invariably the handbook values are relatively accurate for micronutrients (protein, fat) but more variable for labile vitamins such as ascorbic caid, pyridoxine and pantothenic acid. The handbooks represent the best compilation of information currently available and as such are suitable interim guidelines for product development and menu planning. The USDA (ARS) is revising Handbook No. 8 and the Grocery Manufacturers of America Association is to compile an industry-wide nutritional value handbook which will add considerably to the data bank and therefore the extent, preciseness and reliability of handbook nutrient information.

The most limiting nutrient information is (1) on the RDA nutrients not listed in Handbook No. 8. and (2) on micronutrient changes attributable to preparation, particularly of convenience foods requiring heating before serving. The Rutgers effort has considered both these limiting situations, but the problems are of such scope and magnitude that the extent of the Rutgers effort has been that of problem recognition and investigations for identifying the most limiting parameters within the overall problem area. It must be recognized that the nutrient standard approach, imposes a need on cooperating companies to calculate and/or analyze for the RDA nutrients in their products. The nutritional and nutrition education impact of such a requirement for school feeding menu planning could be unprecedented.

The use of a nutrient standard for menu planning in lieu of or as an option to the Breakfast or Type A pattern is considered feasible. The nutrient standard approach is currently being tested on a national scale. In any event the limiting factor will be a simple method for such menu planning.

Implications

(1) The consideration of nutritional food value in school food service is capable of fostering an unprecedented nutritional action on the part of the food industry which the USDA has the opportunity to spearhead.

(2) The nutritional standard approach is compatible with new and meaningful approaches in nutrition education and consumer nutritional labeling.

(3) A major effort remains in the areas of nutrient methodologies and the effect of food preparation on nutrients to obtain data "as served (eaten)", including the tabulation of such information. There is room for a coordinated effort on the part of several institutions.

(4) There is a need for acceptance of a valid rationale for nutrification, particularly as it applies to product development. Lachance has argued for the presence of protein calories (J. of Ag. and Food Chem. June 1972) whereas others have adopted a simple calorie basis without documenting a rationale. Only continued experience, such as with USDA engineered foods, will provide the practical experience necessary to determine the best rationale.

COST AS A PARAMETER

The most limiting cost parameter consideration constraining increased effectiveness in school feeding programs are: (1) the lack of consistency in the costing of school food service such that no two school districts cost school food service in a like manner. This is an obvious hindrance to improved management. Rutgers initiated and completed a costing method capable of identifying all costs, including hidden costs, so that the true cost of school feeding could conceivably be obtained. (2) Within the framework of food service costs, the largest single variable factor contributing to food cost is distribution. In order to isolate and increase the effectiveness of school food service programs by lowering distribution costs, a computer model was designed to study the distribution of commodity food in New Jersey, i.e. donated food distribution to school districts in New Jersey was used as a model to demonstrate how the effectiveness of food delivery could be enhanced by computer routing of truck deliveries including a trade-off of truck options to accomplish such a task with maximum effectiveness. Whereas, the model has no direct immediate bearing on existing practices in the distribution of donated foods to school districts, its principles once demonstrated are applicable to (a) the optimization of the commodity program; (b) the maximization of routing systems in a USDA Region or large school districts; (c) the determination of ideal locations for state or regional manufacturing kitchens; and (d) the determination of ideal warehouse locations for the USDA or school food service vendors/manufacturers etc. Coupled with computerized inventory methods the potential of enhanced distribution is considered self-evident and in line with the predicted needs which will certainly present themselves with the adoption of universal school feeding.

APPENDIX B

[From Food Technology, Vol. 28, No. 2, Pages: 52-56]

NUTRIFICATION OF FROZEN PREPARED SCHOOL LUNCHES IS NEEDED

(Dorothy Miskimin, James Bowers, and Paul A. Lachance)

The ten-State nutrition survey (HEW, 1972b) and other studies (Babcock, 1972) consistently reveal dietary nutrient insufficiencies. Our laboratory has previously reported (Lachance et al., 1972) that meals prepared in school food service departments for use in the National School Lunch Program of the USDA comply with the Type A requirements (which are based on commodity specification) but do not assure one-third the Recommended Dietary Allowance for children 10-12 years of age.

The purpose of this paper is to show that frozen preplated Type A meals supplied for the school lunch program by outside suppliers also do not provide ⅓ the RDA—and that to comply with a suitable nutrient standard for such meals on the RDA, nutrification of such meats is needed.

NUTRIENT CONTENT CALCULATED

Menu cycles of frozen preplated meals from three nationally known companies were coded and their nutritive value tallied in a computer program which compared the nutritional data of the meals to one-third of the NAS/NRC RDA for boys and girls 10–12 years of age. We have previously shown that the ⅓ RDA values closely approximate those for a family of four, and in many cases, the U.S. RDA (Lachance, 1972c).

In addition to energy (calories), the nutrients coded were protein, calcium, phosphorus, iron, vitamin A, thiamine, riboflavin, niacin equivalents, and vitamin C. In addition, data for vitamin B_6 were obtained for 80 meals from one company.

Company A provided nutritional data for the two sections (hot and cold packs) of its meals. Companies B and C provided information on the amounts of the components of each of their meals, and we calculated the nutritional data, utilizing Agriculture Handbook No. 8 (Watt and Merrill, 1963). The data from Company A represented 80 meals in a 16-week menu cycle, and data were calculated on 51 meals in a 10-week menu cycle from Company B and on 25 meals in a 5-week menu cycle from Company C.

We have previously reported (Lachance et al., 1973) that calculated data derived from Handbook No. 8 invariably overestimate values actually found by analysis, at least in the case of vitamin C and thiamine. We believe that the calculated results presented in this paper are indicative of the maximal values one might expect to find if analytical results were being reported.

SOME NUTRIENTS BELOW GOAL

Our calculations of the nutritive value of 156 frozen preplated Type A meals reveal that the amount of energy provided and several nutrients are consistently below the goal of ⅓ RDA. Table 1 shows the frequency (in percent) that meals met or failed to reach the goal. All meals always provided ⅓ RDA for protein, niacin equivalents, and riboflavin, but, in increasing order of frequency, vitamin C, phosphorus, vitamin A, calcium, thiamine, calories, and iron were found lacking.

Table 2 shows the average percentage that these nutrients were found to be above or below the ⅓ RDA goal. In other words, Table 2 describes the degree to which, if all the components of the meals were ingested, the resultant nutritive value would be positive or negative in terms of the ⅓ RDA goal. The meals as a composite were adequate in terms of vitamin C, protein, niacin equivalents, riboflavin, vitamin A, and phosphorus. In contrast, and in increasing order, calcium, calories, thiamine, and iron would definitely not assure the expected ⅓ RDA levels. On the basis of Company A data, we would also have to add vitamin B_6 to this list.

Table 3 compares the products of the three companies in terms of the frequency of the meals below the ⅓ RDA goal. The results are fairly consistent, as should be expected since all were planned in accordance with the Type A guideline. Company A has the practice of utilizing vitamin C-fortified dessert products, and therefore the frequency of meals below the ⅓ RDA goal is low.

Table 4 compares the products of the three companies in terms of the average percentage of nutrients above or below the ⅓ RDA goal. Again, the results between companies are fairly consistent. Note that Company A meals contain considerable vitamin C. This value is magnified because an attempt was made by the company to assure the total RDA for vitamin C (40 mg) rather than ⅓ RDA (13 mg). Although there is no harm in the full RDA being present in the case of vitamin C, it is in our opinion wiser to balance the meals to assure ⅓ RDA for *all* nutrients. Company A has since attempted such a practice and has found it to be feasible and suitable. The resultant meal not only complies with the Type A definition, in terms of variety of foods, but also assures ⅓ RDA for all of the RDA nutrients.

Table 1—Frequency with which 156 Type A meals were below ⅓ RDA for children 10–12 years of age for specific nutrients:

Nutrient:	*Frequency (percent)*
Calories	94.2
Calcium	81.2
Phosphorus	24.3
Iron	99.3
Vitamin A	58.7
Thiamine	87.3
Vitamin C	21.8

THE RESULTS IN DETAIL

Analyzing the results by the individual nutrients yields the following:

Iron.—Iron is recognized as a nutrient difficult to obtain in sufficient quantities in normal diets (NAS/NRC, 1968). A few meals provided by Company B approximated 95 percent of the ⅓ RDA goal for iron (6 mg). However, for this to occur, each meal had to include, in addition to a slice of enriched bread or an equivalent roll, the combination of at least three servings of the following foods: beef, raisins, red kidney beans, peas, lima beans, or enriched pasta products. Very significant is the role of enriched pasta products, since they are served as entrees having an acceptance greater than that for legumes.

Thiamine.—The lack of thiamine is more surprising because it was not expected. Both enriched cereal products and protein foods are invariably included in Type A meals. A critical appraisal of "Basic Four" meals reveals that the fruit/vegetable components of the meal are significant sources, not only of vitamin A and/or vitamin C but also of thiamine (Hansen, 1971). In other words, compromises in quantity served or eaten of foods categorized as sources of vitamins A and C also tend to compromise thiamine.

In actual practice, this situation is aggravated because the consumption of vegetable component is often the poorest of all the Type A food components (Miskimin et al., 1973). Of the meals we scrutinized that did meet the ⅓ RDA for thiamine, six contained a combination of an enriched pasta product and legumes.

Vitamin B_6.—Vitamin B_6 is gaining increasing attention, but nutritive data for the vitamin in frozen foods are not extensive (FDA, 1973). Since vitamin B_6 is intimately associated with protein metabolism, and its requirement is known to be increased in the case of certain drugs (Luhby et al., 1971; Goodman and Gilman, 1970), there is a need for this vitamin to be more closely titrated to the RDA, if not the protein level of the diet. It is conceivable that the consistently elevated protein intake exceeding the RDA—as in Type A meals and in the American dietary in general (Lachance, 1972b)—probably increases the requirement for vitamin B_6 (Baker et al., 1964). This is even more important in view of the work of Schroeder (1971) demonstrating that frozen foods often provide less than half the expected vitamin B_6 values.

Energy.—The fact that Type A meals do not assure ⅓ RDA for energy should not be alarming. Children, except possibly those from very low income families, invariably have many food contacts per day. Most of these contacts involve foods which provide energy but may not provide concomitant micronutrients.

Table 2—Average percentage by which 156 Type A meals were above or below ⅓ RDA for children 10–12 years of age for specific nutrients:

Nutrient:	*Average percentage*
Calories	−19.0
Calcium	−4.0
Phosphorus	+12.0
Iron	−42.7
Vitamin A	+37.3
Thiamine	−21.7
Vitamin C	+158.7
Protein	+72.3
Niacin equivalents	+67.7
Riboflavin	+52.3

TABLE 3.—FREQUENCY (BY COMPANY) WITH WHICH 156 TYPE A MEALS WERE BELOW ONE-THIRD RDA FOR SPECIFIC NUTRIENTS

Nutrient	Frequency (percent)		
	Company A (N=80)	Company B (N=51)	Company C (N=25)
Calories	82	100	100
Calcium	85	90	76
Phosphorus	38	28	8
Iron	100	98	100
Vitamin A	51	65	60
Thiamine	88	86	88
Vitamin C	10	24	32
Vitamin B_6	68	(*)	(*)

* Not available.

TABLE 4.—AVERAGE PERCENTAGE (BY COMPANY) BY WHICH 156 TYPE A MEALS WERE ABOVE OR BELOW 1/3 RDA FOR SPECIFIC NUTRIENTS

Nutrient	Average percentage		
	Company A (N=80)	Company B (N=51)	Company C (N=25)
Calories	−9	−29	−19
Calcium	−7	−8	+3
Phosphorus	+9	+8	+20
Iron	−49	−39	−40
Vitamin A	+11	+86	+15
Thiamine	−21	−23	−21
Vitamin C	+342	+72	+62
Vitamin B_6	−15	(*)	(*)
Protein	+78	+68	−71
Niacin equivalents	+74	+64	+65
Riboflavin	+53	+51	+53

*Not available.

One could argue that providing increased food quantities to meet the energy goal might also rectify some of the micronutrient deficiencies. This would, of course, depend upon the source of these calories. If they were to be derived from all the Type A food components, it might be significant. De-emphasis on dietary fat, particularly saturated fat, may have led to some of the observed deficit. In the final analysis, with one in five children in the U.S. being overweight (Deutsch, 1971), there appears to be little need for emphasis on calories.

Calcium and Phosphorus.—Although the average percentage of calcium below the ⅓ RDA goal was found to be small (−4 percent), the frequency of meals below the ⅓ RDA goal was high. This occurs in spite of the mandated inclusion of a half-pint of milk in the Type A menu pattern requirement. This could be easily remedied with increased calcium fortification of standardized bread products, for which it is an optional enrichment practice.

More important is the invariably high phosphorus to calcium ratio. A substantial part of this imbalance, which should be reversed, is the result of the higher intakes of meat, poultry, and fish. To make matters worse, it is very likely that the other meals and snacks consumed daily also provide more phosphorus than calcium, further aggravating the phosphorus to calcium ratio.

Vitamins A and C.—The frequency of meals failing to provide ⅓ RDA for vitamins A and C should also be of concern, even though on the average the levels appeared to be adequate. Vitamin C has a short biological half life (Hodges et al., 1971), and since many children do not have breakfast or have an inadequate breakfast (Bauman, 1971), the daily sources of vitamin C are often compromised. Furthermore, the vegetables providing some vitamin C are often rejected by children.

Only 10 percent of the meals of Company A were below ⅓ RDA for vitamin C. All of these meals contained an unfortified commodity fruit product—applesauce. The other meals included a fortified gelatin or pudding product. One additional meal contained applesauce, but the mashed potatoes had been fortified with vitamin C (56.2 mg of ascorbic acid per 100 g).

Although vitamin A is known to be dynamically stored in the liver, the average American intake (and therefore body stores) is considered marginal (Raica et al., 1972). As with vitamin C, we are faced with the vegetable component of the diet being a significant source of the vitamin (Hansen, 1971). It would appear wiser to have all Type A meals assure a minimum quantity of the vitamin.

NUTRIENT STANDARD MEALS

One solution to the problem is to adopt a nutrient standard for meals based on the RDA, as advocated by the White House Conference on Food, Nutrition and Health. Such guideline has been adopted by HEW for its elderly feeding programs (HEW, 1972a). The need for a nutrient standard definition can best be demonstrated by specific example meals:

Table 5 provides a nutrient profile for the following menu:

Macaroni and cheese,
Peas,
Peaches in gelatin,
Enriched roll,
Butter or margarine, and
Whole milk.

This meal does not meet the Type A requirement for protein, but exceeds ⅓ RDA for protein by 50 percent. It also meets the ⅓ RDA for calcium and vitamin A but is low in iron. Substitution of the whole milk with an instant breakfast-type preparation; higher fortification of the bread and macaroni with iron; inclusion of iron in the dessert component; and/or substitution of a nutrified dessert such as a cream-filled cake would resolve the iron problem.

TABLE 5.—NUTRIENT PROFILE FOR MACARONI, CHEESE MEAL

Nutrient	1/3 RDA	Meal	Percentage by which meal is above or below 1/3 RDA
Calories	835 kcal	642.4 kcal	−23
Protein	17 g	25.5 g	+50
Calcium	400 mg	594.0 mg	+49
Phosphorus	do	510.6 mg	+28
Iron	6 mg	2.4 mg	−60
Vitamin A	1,500 IU	1,762 IU	+17
Thiamine	0.45 mg	0.4 mg	−5
Riboflavin	do	0.8 mg	+73
Niacin equivalents	6 mg	6.8 mg	+14
Vitamin C	13 mg	14.6 mg	+13

Table 6 provides the nutrient profile for the following menu:

Frankfurter,
Cooked beans,
Apple,
Enriched bread,
Butter or margarine, and
Whole milk.

This meal is lacking in vitamin A and iron. A realistic vehicle for enhancing the vitamin A would be to use a tomato sauce in the cooked beans rather than a sugar-based sauce. This could also be accomplished by a change in choice of dessert.

It should be evident that a nutrient definition does not assure acceptable organoleptic characteristics, just as the specification of particular commodities does not assure a balanced nutritive value. With the combination of both nutritive and broad menu planning specifications, however, it becomes possible to assure nutritive value and enhance organoleptic acceptance, i.e., match the preferences of the market better.

TABLE 6.—NUTRIENT PROFILE FOR FRANKFURTER, BEANS MEAL

Nutrient	1/3 RDA	Meal	Percentage by which meal is above or below 1/3 RDA
Calories	835 kcal	697.7 kcal	−16
Protein	17 g	24.9 g	+47
Calcium	400 mg	367.4 mg	−8
Phosphorus	do	473.9 mg	+18
Iron	6 mg	4.3 mg	−28
Vitamin A	1,500 IU	585.9 IU	−61
Thiamine	0.45 mg	0.4 mg	−7
Riboflavin	do	0.7 mg	+49
Niacin equivalents	6 mg	8.1 mg	+34
Vitamin C	13 mg	17.2 mg	+32

FDA GUIDELINES NOT SATISFACTORY

On March 14, 1973, the Food and Drug Administration promulgated regulations called nutritional quality guidelines for frozen "heat and serve" dinners (FDA, 1973). The manufacturer is in compliance if a minimum level of certain nutrients (shown in Table 7) is provided from specified servings of protein and vegetables (a total of three), specifically excluding the nutrient contribution of appetizer, bread or roll, dessert, soup, etc.

A specific example which negates the feasibility of these guidelines can be made for niacin. In our study, the average value of niacin per se for all 156 meals was 5.2 mg. However, when niacin was calculated in mg equivalents, accounting for the conversion of tryptophan from the more than adequate amounts of protein in these meals, the average percentage was above the ⅓ RDA goal by 60 percent. In fact, none of the 156 meals tallied was below the ⅓ RDA of 6.0 mg equivalents of niacin.

The FDA regulation requires that the total of the three principle components (meat, vegetable, and potato or rice) add up to a minimum of 3.4 mg of niacin. However, the niacin value would not meet this minimum even when the following menu combinations are made:

Macaroni and cheese and peas (1.0 mg).
Frankfurters, corn, and potatoes (3.0 mg).
Corned beef, potatoes, and celery (1.3 mg).
Hamburger, red beans, and tomatoes (2.3 mg).
Frankfurter, beans, and carrots (2.1 mg).
Beef, peas, potatoes, and carrots stew (2.9 mg).

We are at a loss to understand how the FDA arrived at the minimum guideline values.

In the same regulation, the FDA argues that the addition of vitamin C, and conceivably other RDA nutrients to such meals, would be "counterproductive from the standpoint of nutrition education." We do not believe that such a practice is counterproductive because the consumer looks for vitamin C fortification. It is probably one of the most successful aspects of nutrition education because the consumer knows he needs vitamin C.

We believe that in view of the American dietary needs for particular limiting nutrients, their addition to these meals would lead the consumer to correctly "conclude that such fortification increased the dietary value of the product." It is ironic that we are allowed to sell the consumer balanced pet foods but are given guidelines for "dinners" which do not permit a balanced product for humans.

RECOMMEND NUTRIFICATION

We are evidently faced with a faulty rationale; to wit, that nutrient deficiencies in the Type A school lunch can be made up in other meals fed to the child at home. Many parents depend upon school lunch, knowing that their children are receiving at least one balanced meal a day. Even knowledgeable parents who are attempting to supply their children with balanced meals assume that the school serves a balanced meal and would not try to make up any deficiencies. We believe a similar rationale has been applied to the frozen "heat and serve" dinners, in spite of the consumers' nutrition awareness to the contrary.

TABLE 7.—MINIMUM LEVELS OF NUTRIENTS SPECIFIED IN FDA'S GUIDELINES FOR FROZEN "HEAT AND SERVE" DINNERS

Nutrient	Amount per 100 kcal of principal components*	Amount per total principal components*
Protein (grams)	4.60	16.0
Vitamin A (IU)	150.00	520.0
Thiamin (milligrams)	0.05	0.2
Riboflavin (milligrams)	0.06	0.2
Niacin (milligrams)	0.99	3.4
Pantothenic acid (milligrams)	0.32	1.1
Vitamin B_6 (milligrams)	0.15	0.5
Vitamin B_{12} (mcg)	0.33	1.1
Iron (milligrams)	0.62	2.2

*Meat, vegetable, and potato or rice.

The nutritive imbalance of frozen preplated Type A meals we have reported confirms the observations of others (Ostenso, 1972). It would appear logical to promote the nutrification of such meals, particularly since evidence exists for non-optimal intakes of a number of the RDA nutrients, and since menu planning alternates are often not feasible from the viewpoint of acceptance and/or economics. The concept of nutrification is the practice of assuring balanced nutritive value for RDA nutrients on the basis of utilizable protein content in individual products or product situations wherein the protein source is invariably complemented by the product being nutrified (Lachance, 1972a).

Industry and government should be aware that nutrification of meals is feasible and suitable. Bread and rolls are suitable vehicles for calcium, iron, and other nutrients. Vegetable and entree sauces are suitable vehicles for vitamins A and E, thiamine, vitamins B_6 and B_{12}, and niacin, pantothenic acid, and biotin. Desserts are suitable vehicles for vitamin C. An alternate approach is to serve a menu component which is inherently nutrified (e.g., cream-filled cake, peanut butter pastry, pudding) to round out the nutritive value of the meal (Lachance et al., 1972).

The untoward fear of oversupplementation and marketing horsepower races is due to lack of experience. The simplest regulatory solution is to not permit nutrification above utilizable protein level or 50 percent of the U.S. RDA, whichever occurs first.

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Appendix C

School Foodservice at the Crossroads

Last year Paul Lachance, professor of nutrition physiology at Rutgers University in New Jersey, addressed a conference of the national newspaper food editors. He asked whether school foodservice, not at a crossroads in its history, would be fraught with continued frustrations or would it be the significant factor in assuring Americans' health.

School foodservice is a victim of circumstances and is caught up in a battle of priorities—some real, some fictitious and none truly incisive.

I dare to suggest that it is a serious and doubtful question whether the potential health effectiveness of sound nutrition—which by necessity has to come from food—can be realized for all Americans without school foodservice. Few Americans recognize that school foodservice is capable of providing not only improved health effectiveness for children but for the community at large.

MISUNDERSTANDINGS

What are the misunderstandings? The dichotomy begins at home. Some parents, particularly the less affluent, want school foodservice because they know that they will not be at home to prepare a meal for their children. They also realize, but rarely admit, that school foodservice makes limited funds—particularly in a tight economy—go farther because it saves on food expenditures.

Intertwined in these practical considerations is the belief that the nutritional quality of school meals is excellent. In fact, I wouldn't be surprised if some people envy the quality of such meals for such a low cost. The children, however, don't always feel the food is great, and the problem becomes traumatic at the high school level. These students want choice and they have money. The solution lies in food education in the elementary grades, student participation in decision making at the secondary level and more flexible menu planning.

Other parents, more often than not in suburban well-to-do communities, resist school foodservice because they "can care for their own" and can't understand why others cannot do the same. Further, these parents resist the creeping federal control that school foodservice represents in a situation that evidently is not life threatening. On the other hand, they do not hesitate to expect the government to provide security against the economic ravages of major illnesses that have "cleaned out" many hard-working, middle-class Americans.

PREVENTION AGAINST MAJOR ILLNESSES

What is not evident to many is the cost effectiveness of thwarting major illness with preventive health measures. Many figure that if you eat right, exercise and take your vitamins, all will be well. But they don't eat right, don't exercise and do take vitamins. It's an illusion, and it cannot be changed by preaching alone. It must be experienced and this only common (universal) milieu for this is the school district of each community.

SCHOOL DISTRICT, STATE HANG-UPS

School districts currently face yet another dichotomy. The greater their need for school foodservice, the less they can afford to adopt a school foodservice program that requires matching monies and substantial initial outlays to get the program going. A business manager of a large, intercity school district once said to me, "We are $1 million in the red. How can you ask me to incur a greater debt to begin school foodservice in the elementary schools?"

He needed help that didn't cost money. His school buildings were already in marginal condition, there were security problems, etc., but the children needed school foodservice! We fed one school free breakfast for a year and our plate waste was absolutely nil.

At the state level, not only do the aforementioned emotions and financial aspects resound, but the argument is made that as more needy children are fed, the cost to the State would be minimized because the federal share of the expenditures is greater. It is difficult to fathom how we can trade the performance of children with a musical chairs-type partitioning of the tax dollar every individual must pay no matter how it is redistributed.

Compromises made at the federal and state levels require complex legislation that in turn require bigger and more diverse bureaucracies that use up tax monies in management, with programs pertaining to school foodservice, education and health being about the worst. There are at least two dozen separate acts and sections relating to child nutrition in the United States. (1) The more astute and affluent the school district, the simpler it is to tap this hodge-podge of good intentions.

MOVING LADDERS

The dichotomy at the congressional level is the commitment of the wording of the legislation to provide "meals" to needy children, but the intent is to minimize the cost by economic eligibility ladders that are always in motion. How does one climb a moving ladder and how much energy is dissipated in moving the ladder? Each time a change is made in the regulation for reimbursements, practically the entire state department staff has to drop the important issues of nutrition education and getting new programs started to implement the new changes.

EVERY CHILD IS NEEDY

What does all this mean? What is the most significant misunderstanding? It's the fact we have all failed to comprehend that every child is needy. The healthy child and adult in this country are the exceptions. A few individuals are starving, and a few more are clinically malnourished, but the majority are "unfit". There is no other explanation for the richest country in the world with atom power and the capacity to place men on the moon to have in infant mortality rate higher than a dozen other countries and shorter life expectancy than in a fifth of all countries, rich or poor!

Further, we fail to recognize that even though the school child is not the individual at the most critical stage of physiological need, he *is* at the most critical stage in cognitive development and in the development of critical life-style principles. We all speak nutrition today, but our priorities are confused. We speak of the urgency of nutrition education for physicians who spend 94 percent of their time with delivery of care *after* our health is clinically impaired. Obviously, what we really need is the delivery of health—soundness of body and mind—so that impaired health can be minimized. (2)

GET PRINCIPALS, TEACHERS ON BOARD

At a recent international meeting on the relationship of food to performance, with emphasis on the role of school foodservice, (3) the participants from several European countries as well as the U.S. and Canada agreed that the most critical need was for principals and teachers to understand the importance of food and nutrition and the role of school foodservice—not as a second-class, appendage-type operation or convenient filling station located in schools, *but as a fundamental prerequisite to all learning and health.*

If there is to be food and nutrition education, it must be directed to principals and teachers first. The difference in childhood education between educating the mind and physical being, other than for school officials' football or basketball aspirations, must be recognized and amalgamated. To emphasize team sports to the detriment of personal fitness is a *sin of pride* with life-long ramifications. As for nutrition education, we are wasting time and money trying to educate every citizen while the principal solution lies in our schools. (4)

WHERE ARE WE GOING?

Where are we on the road of school foodservice? In 1973, almost two million so-called "economically needy" children did not receive lunch—a step backwards from 1972, when 1.2 million needy children did not receive lunch. These figures cover only the eligible children in public and private schools that were participating in a National School Lunch Program. There are about five million children attending 17,000 or so schools that have no foodservice. Supposedly, about 15 percent of these are needy in economic terms. (5)

It would be a lot wiser to say that in spite of the fact that 80 percent of children have access to school lunch on a national average, 50 percent participate, i.e. get lunch. This means that these 15 million children plus the five million who don't have access to a lunch program are in definite nutritional jeopardy.

It is bad enough that school foodservice, except for special programs, is a 180- to 185-day operation. Currently, the only school foodservice program of significance is the National School Lunch Program which attempts to provide up to ⅓ of the Recommended Dietary Allowance (RDA) of nutrients for 180 days, which annually translates into the equivalent of two months of nutrition on a potluck basis. No way is that going to thwart disease. Do we otherwise educate or care about our children the equivalent of only two months of the year?

TOUGH ROAD

The current existing road is really a nonpaved trail with straight uphill climbing and switchbacks on the level ground. The most stringent constraint of those school foodservice systems in operation is economics. The American School Food Service Association recently conducted a survey of some 82 major city directors to shed light on today's economic problems. From September 1973 to May 1974, whole milk prices increased 11 percent. During the same period, egg prices increased 36 percent, margarine per pound was up 34 percent, a pound of sugar increased 70 percent in cost, and bread was up 13 percent. Staples, paper goods, cleaning supplies and plastic tableware showed heavy increases. Equipment products also showed dramatic increases ranging from 9 to 41 percent.

Presence of inflation such as this and during the foreseeable future presents another strong argument for a universal school foodservice program. The realization of such a program keyed to escalator clauses reflecting rising cost across the board might finally put an end to equivocation. (6) The economics is the straight uphill climbing problem. The switchback trails on level ground are the problems of eligibility determinations and all the paperwork that requires at least each school district to send three sheets of paper to every parent for every child to advise them of their eligibility and their right to request reduced price of free meals.

OTHER PROBLEMS, NEEDS

Then there is the issue of donated foods or cash in lieu of donated foods. There is the issue of alternate foods and whether or not to use extenders for beef, chicken and other such protein sources. There is the issue of certification for school foodservice supervisors and personnel. There is the need for nutrient standards in menu planning in order to really assure that an RDA profile is provided to the child rather than a haphazard catch-as-catch-can profiling of nutrients based over a week or a month. One can go on enumerating such problems and needs for solutions. But there are minor concerns compared to the overall issue that we are discussing.

BUILD A HIGHWAY

We must leave the trails and build a highway! We are truly at the crossroads. The only sensible road ahead would be to recognize the public health significance of a comprehensive school foodservice. School foodservice must include breakfast and other alternates to assure one-half to two-thirds of the RDA to each child each working day at least 240 days per year. This is essential because, for example, up to 50 percent of the children have no breakfast or an inadequate breakfast. (7)

The rationale and the cost must be considered an integral component of education and total human resource development. Further, school foodservice facilities must be a cornerstone activity in preventive health delivery in each community.

EDUCATION, HEALTH DELIVERY HUB

The school district must become the hub of a synchronized educational and practical community health delivery system. If such a thing were to happen, other food programs such as food stamps could be phased out and replaced with negative income tax because neither donated foods, nor food stamps have clearly improved the nutritional quality of recipients' diet. (8) Stamps have spared income and thus possibly prevented hunger in extreme cases, but that is not meeting the need that we are speaking to.

Issue is simple. We cannot continue to define the role of schools in child's education in terms of its development, which should be one of "soundness in body and mind" health, if we do not concurrently utilize the school foodservice laboratory and the experience of that laboratory to inculcate and to develop a life style relevant to food. If we do this, savings in health expenditures alone would be at least twice and probably up to five times the cost of such a coherent education and health endeavor in each school district in the country. Such a realistic undertaking will not be realized if we depend on spontaneous legislation.

We must relate foodservice to life because food is the input to nutrition. Its most significant output is health.

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DR. PAUL LACHANCE, PROFESSOR, NUTRITION PHYSIOLOGY AND FOOD SERVICE, RUTGERS UNIVERSITY

Mr. LACHANCE. I am Dr. Paul A. Lachance, professor of nutrition and food science at Rutgers, the State university of New Jersey. Whereas my background was in nutrition my career has involved 7 years in Government service, including being the first flight food and nutrition coordinator for the manned space flight program.

Between 1970 and 1972 I was director of the Rutgers school food service effectiveness research project, which was jointly funded by OEO and USDA. This project involved identifying limiting factors in school food service. This is included as appendix A. We advised over 100 food companies interested in school service and cooperated with several New Jersey school districts, as users of the types of foods and systems.

I find it ironic that the problems of food preference and food quality as it affects food acceptance and plate waste has gained notoriety because it has gained the attention of the press. These issues are really not new. I think you can remember K-rations. You took out the roll of toilet paper and the chocolate bar and threw away the rest.

Today the long range patrol ration, which evolved with the space food development program, actually receives plaudits. Servicemen actually wrote letters, telling them how great this food was. That is an analogy where Telly Savalas might say, "You've come a long way, baby."

We are at the crossroads in school lunch. I think it is a lot easier to be critical than to be objective. We have accelerated dramatically since the White House Conference on Food Nutrition and Health in 1969. I can remember Dr. Jean Mayer making analogies to airline feeding in order to meet child nutrition needs.

Subsequently legislation permitted contract feeding and the use of vendor-prepared foods in school food service which in turn permitted a dramatic increase in feeding the less fortunate children of America. The alternative to this approach was to build thousands of new school buildings with their own kitchens. The cost/benefit choice we now have was made at that time. It was a wise choice and in business economics it is noteworthy that commercial food service operations made the same type of decisions, as evidenced by airline feeding and the Marriott-type hotel food service system. You know, most people don't realize when they go into a Marriott hotel that they are getting foods that could have been prepared in Maryland or Chicago or some other city. And this is true of a lot of new hospital convenience systems.

I am convinced therefore that the issue is not the food service system used, per se. Further, the issue is not nutritive value. Everything we know about nutrient retention by means of freezing and chilling indicates that it is the system of choice. In reference this recent edition of the book, "Nutritional Evaluation of Food Processing," called the bible in its field. Our experience with the nutritive value of the preplated frozen foods shows that they provide what one would expect from the type A pattern. That paper I have appended says that it isn't perfect, it doesn't meet the actual RDA's. But my point is that it meets the type A pattern profile. We wouldn't have done any better if we made it in your own kitchen. And we tested it that way.

Specifically concerning plate waste, limited evidence exist for food waste in garbage in typical American households of 8 to 10 percent for vegetables, 6 percent for fruits, 6 to 7 percent for cereals and up to 12 percent for protein foods. That doesn't include what goes down the garbage disposal, which we have no way of getting ahold of.

Plate waste in school lunch was studied in Ohio in 1957. The average waste of vegetables was 10 to 15 and as high as 24 percent. The average waste of protein foods was 7 to 16 percent, and as high as 21. The average waste of fruits was 9 to 10 and as high as 15 percent. And, as indicated earlier, they were higher in the earlier grades. The children just can't consume that volume of food. As expected, it was least for things like desserts. We all have a sweet tooth. It was highest for things like vegetables, which they are unfamiliar with.

The new USDA results, which I have not seen in complete detail, are more extensive. But I think they are in the same direction. We are talking about the same kind of thing.

Our experience at Rutgers was somewhat different with plate waste. It was directed to measuring relative preference when a food had been rated acceptable by children. We had already asked them if there were some items they preferred. Highly preferred items such as pizza had a plate waste of at least 7 percent but as high as 18 percent. Dessert items such as chocolate cake had 6.5- to 15-percent plate waste. Even gingerbroad cookies had a plate waste ranging from 7 to 21 percent on different days. Chocolate pudding fell into this category. But it was a healthy serving of chocolate pudding. Frankfurters had a 7- to 13-percent plate waste. Hamburgers had a 2- to 20-percent plate waste. Casserole dishes such as chicken stew or beef stew had up to 25-percent plate waste. They were large servings. Milk waste varied from 7 to 20 percent with the flavor of the milk and the other foods you happen to be serving with it.

The problems as I see it include a number of things. Number one, the portion size for younger-age children. The type A pattern until recently has been a fixed standard. The use of nutrient defined menu planning as an alternate could permit portion size adjustment, but depending on the application, the cost/benefit of such a procedure must be scrutinized. In other words there is a lot of work to be done to work this out.

But it is there and it is possible. Further, there is an experience curve involved. I believe with nutritional labeling data, the method could be simplified. School food service has simply evolved faster than newer management tools have. We are dealing at the emotional level if we fail to recognize where we were and where we are going.

A second problem area is familiarity with the food. For example, cole slaw is not a child food and in our experience rarely eaten in the home. They might have it on picnics. We are dealing with a low-cost approach to type A menu planning compliance; also the need to consider cultural differences and the lack of food education. This happens more with the vendor type than with the school kitchen.

Third, the time of day the lunch break occurs and its duration. In many schools three lunch periods are involved and eating within 3 hours of a prior meal may be involved. If you are partially full already, what are you going to do with another meal?

In other instances, it is a "rush" experience. They sit on their coats and they are on their way to the school yard. This is a scheduling problem which varies with the adequacy of the school's facilities and the general attitude toward the food service program, as we have heard already this morning, on the part of the school administration.

Four, the lunch room environment is a consideration that very few have paid any attention to. A relatively quiet, congenial atmosphere is practically impossible in a converted gym with the odor of sweat. We observed better acceptance and lower plate waste in a classroom or a small dining setting. We live in a throwaway culture which supposedly is supposed to disappear when it reads "school lunch." Such logic does not excuse the situation but it does justify sensible remedial approaches.

In my judgment, the needed remedial approaches are: First, food quality specification approaches which screen out low-cost bidders which capitalize on lower-cost food quality approaches. This is a tough one but it can be done. It is a problem when the school board says, "You must find the lowest bidder." You get what you pay for.

The next area would be food quantity specifications which meet nutritive and child size needs. I am talking about the size of the kid now.

Three, food preference testing with children to minimize waste and with which to guide food education efforts in the classroom and the lunchroom. I will be publishing an article on this in the Journal of School Food Service, the September issue.

Four, quality assurance testing, once you have got the thing going, including child acceptance testing to assure item and menu standards.

After a while, monotony may set in. You have to keep involved and see what is happening to the thing.

Five, food and nutrition education for teachers and school nurses in cooperation with school food service directors. H.R. 8584 is hopefully the kind of thing that could do something about this problem. I could go on and on about this one.

Another area, six, improved and innovative lunchroom environments. The French have done more in this area than anyone. They have actual family settings and a few other things. Beautiful.

Another thing is seven, the establishment of the school district as the health delivery center of each community. This is an expanded concept, going beyond what most people have thought of. I have an appendix where I explain the concept and I think a lot more should happen, at the community level, at the school district level, than has ever happened before. I am talking about the elderly, immunizations, where everything comes together in terms of preventive health in the community. There are communities that don't even have doctors. This is where it all falls into one place.

Finally, school food service is the single most important community health activity in the U.S.A. The reason we don't appreciate it is because it impacts generally active healthy—at least healthy by definition—individuals. They are not helpless infants and they are not compromised by aging. Our children are the human resource of America, who will make the next generation possible, both in mental health and physical health and whose health status will determine whether cost for medical care will rise, stabilize or decline in the future. The investment is so critical that it cannot have constraining social and economic guidelines.

Thank you very much.

Chairman PERKINS. Mr. Goodling?

Mr. GOODLING. Yes. I would like to start first with Mr. Hartenstein. Can you tell me what it is that you do in your district to prevent plate waste? If you would expand upon exactly how you prevent plate waste?

Mr. HARTENSTEIN. As I say in my statement, Congressman, there is no way. I have a daughter. She is 7 years old and in the second grade. When she is home her attention is divided between what her girlfriend is doing out in the back yard while she is waiting for her while she is eating dinner.

There is a whole gamut of different things that happen to a child in a 30-minute lunch period. Going to the locker, waiting in line, waiting for the food, finding a place to eat, finding a friend that she hasn't seen all day and conversing.

There is too much food on the regular type A pattern for a small child to consume.

Mr. GOODLING. Because of regulations?

Mr. HARTENSTEIN. Because of regulations. I would rather see the regulations read as far as the type A pattern—which I think is good and has a great deal of merit—I think it should read "maximum requirements." Right now it states specifically that all of this should be given.

We have all heard the example that the supervisor came in and the district was short a pad of butter. I have been down that road. There is nothing more ridiculous than answering that type of criticism. I have got too much to do in my district to stand there and hear somebody tell me I am short a pad of butter.

What we have done in the elementary schools, we have offered three type A meals a day. The typical district one, we have a soup-sandwich type A, which is supplemented with carrots and celery sticks. We have a hot dog-soup type A. Then at the secondary level we have seven type A lunches. There is the regular one that is distributed throughout the district. We have a soup-sandwich, a soup-salad, a hamburger-soup, a hamburger-salad, a hot dog-soup, and a hot dog-salad. It sounds like a lot of food. But there is nothing simpler than throwing a pound of hot dogs in a pot of boiling water. That is simplifying it.

But we have, I think, gotten to the point where if they don't like the pizza-burger that I have got on the menu that day they can go to a hamburger or a hot dog or soup, sandwich, et cetera. We have cut down in that respect. And as I refer to in my testimony, do not force a child. We had a strike in September last year. We just finished up last Friday. The last several days of school were particularly warm. On the menu was the soup, the hot dog, et cetera. Legal or not, I could not in all good consicence force the child to take 8 ounces of soup in order to satisfy the type A requirement. When the child said, "I don't want it," I didn't force it on him because I knew where it was going to end up. These are the steps that we have taken.

Mr. GOODLING. So basically you are saying by providing more choices——

Mr. HARTENSTEIN. I think it somes down to one word, "merchandizing." I think very few of my colleagues have gotten to that point. They don't know how to merchandize.

Mr. GOODLING. Did I understand you to say that Pennsylvania has not instituted the "offer versus served" and I think you also said the reason they haven't is because USDA hasn't provided the regulations to the State? Is that correct?

Mr. HARTENSTEIN. That is correct.

Mr. GOODLING. You make a statement on block grants which I am not sure jives with a later statement on $125,000 quantity which you make at the end. Why do you say that block grants on the one hand would bring about a welfare food program and on the other hand you say you are realistic enough to realize that you couldn't afford not to have the $125,000-plus commodities?

In other words if you got the block grant, couldn't you purchase what you wanted to purchase?

Mr. HARTENSTEIN. Yes. But taking that one step further, I think what I am referring to here is the fact that if, as I understand the President's proposal, you would essentially be funding only the free and reduced-price child, the child who is currently paying for the lunch would be, as many have referred to it, be "priced out."

With our economy as it is constantly moving ahead each year, there are huge numbers of families that are just one or two steps ahead of the guidelines. I think that will continue to be true. I cannot see a school district in my particular case with 10,500 students enrolled, only 600 participate in the free- and reduced-price program. I cannot see the North Penn School District approving a school lunch at 80 or 90 cents for the paying child and then using Federal funds for a free- and reduced-price child. We simply are not that intricately involved in the educational process. They would drop it flat.

Mr. GOODLING. Under competitive food service, I don't quite understand your argument. To the best of my knowledge there hasn't been any change in the law.

Mr. HARTENSTEIN. What I am referring to there, I can't be specific, I can't quote you the actual law, several years ago it became legal for a profit-oriented company to come in and administer and use Federal funds in the operation of a school lunch program.

Mr. Goodling. It had to be nonprofit.

Mr. Hartenstein. As it stands now if I understand correctly the nonprofit district maintains its status as the sponsoring agency. But it goes out and it contracts for the management of its own service with a management company.

Mr. Goodling. Is that any different than it has always been? Or is it just being used more?

Mr. Hartenstein. It is just being used more.

Mr. Goodling. That is the point I was trying to make. I don't believe there was a law which changed this.

Mr. Hartenstein. That is right.

Mr. Goodling. Thank you.

Dr. Hansen, your statement—the AASA's statement, in fact—states that "in spite of recent advances many deserving children go hungry each day." This statement was made last week in testimony. I will ask you the same question I asked then. Why? With all that was done before I arrived here with free and reduced commodities and so forth, why is that true?

Ms. Hansen. I wish I knew, Mr. Goodling. I don't doubt that it is the committee's feeling that drafted this that it does happen. Certainly with the laws that are on the books, it shouldn't happen.

Mr. Goodling. It was mentioned last week that there are many parents that do not participate in the lunch program. Is that the reason, basically just because school districts are not participating in the school lunch program?

Ms. Hansen. I think that certainly contributes to it.

Mr. Goodling. On page 3, each time we talk about youngsters being priced out of the lunch, I go back to the free and reduced, which has been increased constantly so that many more youngsters can take advantage of it.

Secondly, in the area I represent, in 20 years the price has gone up 25 cents, to 55 cents or something of that nature. At the same time, just taking teachers, for instance, the starting salaries have gone from $2,400 to $8,000 or $8,500. So the lunch price has doubled but the wage has almost quadrupled, which makes it a little difficult for me to understand how we are overpricing them. What I am trying to say is, I am not so sure it isn't just a priority situation. It is good to have that boat at the shore and that second and third car, but these seem more important than giving that extra quarter or so for lunch when actually the man's income, and the woman's income, has quadrupled and the school lunch has doubled. That becomes a problem for me to understand.

Last week for instance a young lady—it wasn't her fault because she was substituting for whomever it was to have made the report—was trying to make a point that they are being priced out. She gave us a chart which showed 10 States which disproved that they are being priced out when you total the free, reduced, and the regular lunch program. There were more lunches served in 1975 than there were in 1974 in all of those 10 States. And she was trying to prove just the opposite. So I just have a problem in trying to accept that. I think it is priorities mainly at home.

Ms. Hansen. I certainly do believe, Mr. Goodling, that the parents' priorities in terms of paying for the lunches when the price goes up is undoubtedly part of the picture.

The one point I am trying to make here is that when the price does go up the participation does go down. Granted, in relation to the costs of school lunches some time ago or even costs in other countries, I believe it is a reasonable price that is being charged. But the parents aren't paying it when the price does go up.

Mr. GOODLING. On page 4, I would merely say "amen" to your paperwork concern. I am sure I speak for the entire committee when I say that.

Dr. Lachance, could you relate the significance of a nutrition education program to plate waste?

Mr. LACHANCE. Yes. I will have to modify the statement if I could. First of all I distinguish between food education and nutrition education. This is why we have a Food Nutrition Board, a White House Conference on Food, Nutrition and Health. Nutrition is what happens to food after you put it past your teeth. That is basically what we are talking about.

I feel that if you have a food education program then you have a situation where you can begin to turn on children to try the kinds of foods they may not have experienced before.

If you look at the New Orleans system, for example, that has been brought up before you or Tom Farley or anyone else, you will find that they bring in chefs from outside and they make a big deal about introducing new foods. They turn kids on to foods that they never had before.

But you must synchronize the classroom with the lunchroom. As long as the lunchroom people remain second-class citizens, we are going to have a tough row to hoe. And that is part of the problem.

Mr. GOODLING. On page 4, same question I asked Mr. Hartenstein, you refer to "food quantity specifications which meet nutritive and child size needs." You are referring to regulations?

Mr. LACHANCE. Yes, I am. I am not married to the type A. I never have been. In fact, in testing we did, we were looking at alternates to the type A. We were the first to look at the concept of using a nutritive definition combined with a very simple food guideline. The food guideline only said that for breakfast you had to have a beverage and a salad. That at noon you had to have at least three items, one of which was a beverage. I didn't care how they got there. It met a certain percentage of the RDA. It was successful with us.

It doesn't mean you couldn't come up with a system where you say you must provide an entree and then give a vegetable array, for example. You could choose from but not necessarily take. This is one of the biggest losses, the vegetable area. I would rather spend a little more and have a real delicacy, whether it is stir-fried Chinese food or whatever it happens to be, and let them discover it rather than just have it go down the tube because you overcooked it and everything else.

This has a cost parameter to it. From the low bid point of view, if you could get away from the type A regulation you could then make the better food offering, if you will, introducing the newer foods. You save because you don't buy so much you have to end up putting down the garbage.

Mr. GOODLING. Thank you, Mr. Chairman.

Chairman PERKINS. Mr. Hall?

Mr. HALL. Yes, thank you, Mr. Chairman.

Dr. Hartenstein, you indicated that one of the big problems is that children don't have enough time to eat their lunch, I guess because of the schedule. How would you suggest eliminating that? Is there some possibility of finding 10 more minutes a day in the school day?

Mr. HARTENSTEIN. I think the problem is this: Education is as tradition bound as is school lunch, as is on and on and on. It is traditional that school lunch be the 30 minutes between 11 and 11:30. It has to be approached on almost an individual basis. It is like the donkey. You have got to grab a baseball bat and smack some sense in him, much as you have got to get an innovative principal who is going to go along with you.

But nationwide, education has become tradition bound as anything. Once you do something more than once, they say it is tradition. And you don't break with tradition.

One of the points I was trying to make earlier, Mr. Goodling has some concern about the price increases. This is the stumbling block. Education for a long time has been one of the biggest bargains in this country that has come down the pike. It no longer is a bargain. You have taxpayers' associations up in arms about pencils. That was inconceivable 5 years ago that a taxpayers' association would be worrying about buying pencils. All we have to do is come up with an increase in the price of lunch and it is blown completely out of proportion, a 5-cent increase in the price of lunch.

Again, I think the thing we are battling is tradition as far as education is concerned. There are so many different ways of doing this. You can have a wide-open lunch period for 2 hours with a structure which is that the child and his class can go to lunch anytime in those 2 hours. This is being done in pilot projects and it is working.

We have got to realize that we are going down the tube, that we are not getting any better. To begin pushing the educators who run the program, I guess is the simpliest way to answer it.

Mr. HALL. Thank you. Maybe there are eating habits which are tradition bound, too.

I was going to ask Dr. Hansen the next question.

Dr. Hansen, on page 4, somewhat in line with what Congressman Goodling was pursuing, you state that when the price increases, people just automatically drop out. Do you have any figures which suggest who it is that drops out? Is it low income, middle income? Or is it across-the-board? Is it the poor child who is dropping out?

Ms. HANSEN. I do not have figures or statistics. Impressions that I have indicate it is the paid lunch child. I would be happy to go back and check with my sources, if you would like?

Mr. HALL. Thank you.

Mr. Chairman, I have no more questions.

Thank you for very good testimony.

Chairman PERKINS. Mr. Quie?

Mr. QUIE. I have no questions.

Chairman PERKINS. Mr. Hartenstein, do I understand your testimony correctly that you are opposed to making the school lunch program solely a program providing free lunches for poorer children? In other words you believe that it is important to keep the program on a sound footing so that middle-class students will pay reasonable prices for their lunches?

Do I also understand you correctly that you believe the administration's block grant proposal leads to turning the lunch program into a program limited to poor children?

Mr. HARTENSTEIN. That is correct, Congressman. There is a great deal of publicity in many areas about increasing the nutritional well-being of Americans. We are perhaps the most affluent country on the face of the Earth and we are the poorest fed. Our children are going to be the leaders of tomorrow.

I have to agree with Dr. Lachance, which is that unless children have a good sound nutritional basis, God forbid, 20 years from now when those brain cells have deteriorated to the point of no return and they are in positions of authority and they are not capable of handling it.

So my feeling is that block grant does address itself just to feeding the needy and I don't think Americans will buy that, purely as a welfare program.

I don't see school lunch as a welfare program. I don't think any members of the committee does.

Chairman PERKINS. Is it your belief that we cannot have a healthy school lunch program unless the middle class—unless you have a good program all the way around?

Mr. HARTENSTEIN. That is right. One of the things that my distinguished colleagues here have not touched upon.

Chairman PERKINS. Unless your regular program is strong you do not have a strong program.

Mr. HARTENSTEIN. That is right.

Chairman PERKINS. At the bottom of page 4 of your testimony you state that the commodity program as administered by the USDA in your opinion has grown into the most unresponsive and falsely justified programs ever conceived. Could you please explain this statement?

Mr. HARTENSTEIN. Yes, unresponsive in the sense that recently I was offered 22,000 pounds of peanuts. I am sorry, Congressman, I find it very difficult to work that into my menu.

The State of Pennsylvania last year received two carloads of 55-gallon drums of orange juice. Sorry, my school district is not large enough to utilize 55-gallon drums of orange juice.

We have enough prunes in the storeroom now to keep the Landsdale School District free-flowing for many a year.

I do not see this as being responsive to the need. These are items that I am forced to work into my lunch pattern or they are going to rot in storerooms. Frozen ground beef, I will take all that I can get; beef patties, turkey. But when I send letter after letter after letter to USDA, protesting the prunes and the dry milk—not dry milk; dry milk certainly can be used—there is no response. I understand why it is being bought. But I don't agree with it.

Chairman PERKINS. Have you found in the school districts of Pennsylvania that there has been an overall increase in the price of lunches to students? If so, has there been a decline in participation among paying students?

Mr. HARTENSTEIN. I think Pennsylvania presently has a ceiling of 60 cents for a type A lunch. I don't find that as being unrealistic. Perhaps in the district where it has gone up a nickel or a dime there has been a momentary drop in participation. But eventually it climbs back up.

Chairman PERKINS. Have you made efforts to encourage the schools to publicize the increase in the eligibility's guidelines?

Mr. HARTENSTEIN. Absolutely. That is an essential part of the contract that I sign with the State.

Chairman PERKINS. Have you found plate waste to be an expensive problem in Pennsylvania? If so, is it more prevalent in the elementary or high school level?

How many of your schools implement the breakfast programs?

Mr. HARTENSTEIN. I am not familiar with the breakfast programs. Pennsylvania does not experience many districts where children ride great distances to school and it would be very difficult to justify a statewide breakfast program.

As far as plate waste, I don't think Pennsylvania has any more plate waste than any other State.

I think you will find that the majority of the plate waste falls in the elementary school. When you have got a strapping 16 year old on the football team and you give him what he wants, he inhales it. He doesn't eat it.

Chairman PERKINS. Do you think that one system of food preparation is more conducive to food waste than another, Dr. Lachance?

Mr. LACHANCE. Yes and no; I think in broad terms if you have had to preplate a meal and then freeze it, which we use with no-facility schools and other facilities also, you have no way to recoup on that once it gets to the child and it is a waste.

Whereas if you have your own lunchroom or if you use bulk system or something like that, there is some possibility that there are some foods that can be reutilized in other ways another day.

This doesn't mean that you couldn't minimize, even with preplated programs, which I think are very important.

We don't have in New Jersey a system such as Georgia's where most of the schools were built after 1942 and they all have their own kitchens, 95 percent.

Chairman PERKINS. Do you feel that plate waste is more prominent at a certain age level of students?

Mr. LACHANCE. Yes. You will always find greater waste in the elementary schools. With the Ohio study, third grade was the cutoff. In our experience it was fourth, fifth grade.

Chairman PERKINS. Do you find an improved upon required type A meal to be more effective nutritionally?

Mr. LACHANCE. Yes; as a matter of fact one of my enclosures points in that direction. I would like to give you a specific example. Bread is a formula food that comes from the Egyptians. In 1942 enrichment of bread was provided for in this country, World War Food Order No. 1. This decreased from 100,000 or 200,000 cases of pellegra. Now in this country you cannot find outright cases except in alcoholic wards.

The National Academy of Sciences in 1974 suggested that bread should be fortified with not just three vitamins and one mineral but basically everything that we have to lose. So now they are saying, let us put in six vitamins and four minerals. That alone as a component of the type A lunch would have a tremendous impact on nutritive quality.

Chairman Perkins. Do you feel that competitive food services in schools contributes to plate waste?

Mr. Lachance. Not necessarily. I don't want to pick on any specific company. But I think some companies in this business have done a beautiful job. One company uses a system called the rainbow system. There they have a system of colors and the child is only asked to pick one food from each color category. It is their innovation. It shows that a competitive food company can do the kind of job that needs to be done.

Chairman Perkins. Let me say to you gentlemen and young lady that we really appreciate your testimony. You have been most helpful to the committee.

Mr. Goodling and Mr. Pressler both have questions. When they are completed, we will recess.

Mr. Goodling. I have one question, Mr. Chairman, in relation to the conversation you were having with Mr. Hartenstein. I have trouble understanding this welfare bit. Last year we talked about a free lunch for everybody. What is the difference? If it is a free lunch for everybody who participates or if we talk about a 25-cent lunch for everybody or a 35-cent lunch for everybody, what is so magic about who participates in the program? I don't quite understand why we must worry if the numbers are up and we keep raising the base in order to get the free and reduced. You don't lose any money. What is so important about whether it is a welfare system or what is so magic about people participating by paying money? Is there something wrong with that philosophy? When we talk about a free lunch for everybody, then I guess that is a welfare system. Why is it that if it goes up above 25 or 35 cents it is a welfare system and there is something wrong?

Mr. Hartenstein. If I could make one quick comment on that, I don't believe in universal free lunch. I don't believe in the 25 cent or 30 cent. I will go on record with that from the very beginning.

But the point is, to offer a program to the exclusion of one group—essentially, if I understand it, the block grant addresses itself strictly to the child who qualifies for free and reduced-price lunches. In my district it is 600 out of 10,500 students.

Mr. Goodling. I can understand that. My problem is trying to understand—for instance, last year we were talking about zero, 25, 35 and I don't see how—I didn't understand which youngsters you were dealing with.

Mr. Hartenstein. I have the same problem that you do, Congressman. I don't agree with all that folderol.

Mr. Pressler. I would like to ask a question about plate waste. It is my understanding that elementary school students have a half hour for lunch, maybe 15 minutes. Is this a factor in plate waste?

Mr. Lachance. I did point that out in my testimony, that I think the duration of the lunch period is a very important consideration. It was also pointed out by Mr. Hartenstein.

It is also important how you get the administration of the school to understand. They are kind of bound by tradition. I don't think tradition is that magic.

Mr. Pressler. What changes would you recommend?

Mr. Lachance. I would like to see the lunchroom environment changed considerably. One thing that was effective in New Jersey on the junior high and high school level was an open cafeteria-type arrangement where the children were permitted when they felt hungry to leave and go eat. It worked. I don't know how other people would do with that. But it happens in college and it gives them freedom. Some teachers might not like that. But we should try to get away from the old rules and try some new ones.

What we need is an opportunity to try these.

Mr. **Pressler.** Thank you.

At this point we are going to recess until the call of the Chair.

[Whereupon, at 10:21 a.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

THURSDAY, JULY 22, 1976

House of Representatives,
Subcommittee on Elementary, Secondary
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:15 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Chisholm, Lehman, Mottl, Hall, and Buchanan.

Staff present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel; and Marian Wyman, special assistant to the chairman.

Chairman **Perkins**. The subcommittee will come to order. A quorum is present.

Today the Subcommittee on Elementary, Secondary and Vocational Education is continuing its oversight hearings on the child nutrition programs by focusing its attention on the summer food service program for children.

This program was created by Congress to provide free meals during the summer months to needy children who would otherwise be deprived of the nutritional assistance they receive during the school year under the school lunch and breakfast programs.

We are honored to have among our witnesses two distinguished colleagues from New York, Congresswoman Elizabeth Holtzman and Congressman Fred Richmond. We will also hear from Mr. John Damgard who will testify on behalf of the Department of Agriculture, and Mr. Robert Ivry who will be representing the Mayor's Office of Human Resources for the City of Baltimore.

On Saturday, we will be moving down to Dade County, Fla., to hear further testimony on this program from the local sponsors in this immediate area.

It is our hope that the testimony today and on Saturday will help us in determining what avenues we should take to improve the effectiveness of this program. It is with this purpose in mind that I draw out two issues that I feel should be addressed during these hearings.

First let me give you some background. In the summer of 1973, the summer feeding program reached 2 million of the 10 million children that were receiving free and reduced price meals during the school year. It is estimated, for this summer, that only an estimated 3.9 million children will participate in the summer food service program, while there are 11.5 million children receiving free and reduced price meals during the school year.

In October, Public Law 94–105 was enacted, expanding the summer food service program to enable children, who were unable to participate in the past, to benefit from the program.

So the first issue we should address is this. What impact will this legislation have on the particular participation level and will the outreach of the program increase, as envisioned by Congress, or are there administrative obstacles impeding the progress.

Second, as in the past, there have been many problems in administering those programs due to problems at the State and local level. Although administrative changes have been made and their effect has been restrictive, they have been expensive thus far.

Our first witness is one of our outstanding colleagues in the House of Representatives, the Honorable Elizabeth Holtzman, 16th District of New York.

If you will come up, Ms. Holtzman. Without objection, your complete statement will be inserted in the record, and you may proceed in any manner your prefer.

STATEMENT OF ELIZABETH HOLTZMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Ms. HOLTZMAN. Thank you very much, Mr. Chairman and members of the subcommittee. I would like very much to bring to your attention, Mr. Chairman, problems that I have encountered personally with respect to the summer feeding program in New York City.

These are serious problems, and I think, since your committee is engaged now in its oversight function, that these problems ought properly to be brought to your attention.

Let me say that feeding needy children is a laudable and important and serious concern, but I am here to tell you that in New York City, at least, this laudable goal is not being achieved. Instead, I have found massive waste, large-scale violations of Federal law and regulations, inedible food being served, and, in sum, the worst bureaucratic mess I have ever encountered.

Last Friday, I made a surprise inspection of two feeding sites in Brooklyn, in my own congressional district, accompanied by officials of the U.S. Department of Agriculture and the General Accounting Office. At the two sites that I visited, I found children carrying away shopping bags full of food which is required by law to be consumed onsite; I found boxes of food discarded and abandoned; I found cartons of milk being thrown at passersby; and I found no recordkeeping on the site by program sponsors.

Nutritional standards were violated at each of these sites as well. At one site, no sandwich was served at lunch. At the other site, the sandwiches were frozen and inedible.

Since last Friday, my office in Brooklyn has been deluged with calls showing that these problems of waste and poor quality food are widespread throughout the city. I will give you a selection of the kinds of complaints we received:

*A food vendor in Brooklyn dumped 60 to 70 cases of milk on the street, saying: "The State is paying for it."

*At a site in Brooklyn, adults carry off shopping carts filled with food and children say they are selling the extra milk and juice they receive. The law, by the way, requires that only children receive the food, and that it be consumed onsite.

*Children at another site in Brooklyn carry away boxes full of food and throw food at local residents.

* A site in upper Manhattan serves chiefly adult alcoholics and drug addicts who receive several lunches apiece.

*At a site operated in the 25th Police Precinct in Manhattan, police officers take home sandwiches to feed their pets.

*At another Brooklyn site, hundreds of sandwiches are discarded daily.

*At a lower Manhattan site, an addict distributed the food and a drug dealer resold milk and sandwiches.

* A Brooklyn day care center with 30 children was told by the sponsor to order 150 lunches since a "minimum order of 150 meals" was required. The meals that were actually delivered were reportedly of very poor quality.

In simplest terms, there has been a bureaucratic breakdown. The program is simply not being administered. No one has it under control.

Administrative failures, in fact, plague every aspect of the program, and assure that, in New York City, at least, it cannot achieve its laudable goals.

The first major breakdown is in the virtual absence of site records on the number of meals delivered and the number of children fed. Without such records, no one knows whether the 300 meals, for example, a vendor claims to have delivered actually arrived in edible condition, and no one knows whether they were actually eaten by the children.

It is in the vendor's interest to deliver as many meals as possible, or, if no one is checking, to claim that he has delivered a large number of meals. It is in the sponsor's interest to confirm that the vendor delivered a large number of meals, whether or not they were delivered, and whether or not they were eaten. If no accurate record is kept of the meals actually served, the program gets out of control at its most basic level, the feeding stage.

The second chief problem I found is in site applications that were apparently falsely filled out. Statutory or regulatory requirements do no good if false descriptions are given of the actual locations.

I have brought with me a copy of a site application for a location within my congressional district at which more than 1,000 breakfasts, lunches, and dinners were being served daily. This is a site that I personally visited. The application describes the site as a school. It is not a school. It is a housing project. The application states that "indoor space is available for feeding." In fact, there is no available space indoor for feeding. The application claims that refrigerators exist for food storage. In fact, there are no such refrigerators. The application claims that the feeding is part of a regular recreational activity, including tennis. There is no tennis court within miles.

Yet, this site was approved to serve more than 1,000 breakfast, lunches, and dinners to children each day.

The third failure is the lack of training received by site personnel. The regulations require sponsors to certify that site operators are trained. I have little or no evidence that this is done.

These site operators do not know what records to keep. They do not know who to call if the food arrives spoiled or frozen. They do not know that if extra meals arrive, they should be stored and served the next day. They do not know how to order a smaller number of meals for the next day, in order to keep the food from being wasted. They do not know that children must be fed on the site and that adults are not entitled to receive food.

People who are without training simply should not run an important program.

The fourth failing actually helps to assure that none of the first three will be discovered; that is, the apparently false declarations of State inspectors. The State has primary responsibility to administer the program and enforce its requirements. Yet, we have found several instances where apparently false reports were submitted by State investigators and at least one instance where no report was submitted at all.

For example, the site which I have just described to you in my district, for which an apparently false application was filed, was supposedly visited by State inspectors. The State inspectors should have filed a report, indicating whether the application was accurate. Yet the inspection form was blank.

I have here another form in which an apparently false site application was subsequently backed up by an apparently false vertification by a State inspector. This, again, concerns a site that I personally visited.

I have heard reports of State investigators being recommended by sponsors, or even being related to sponsors. If the State's own investigators are hired on the basis of recommendations by sponsors, then it seems to me difficult, indeed, to insure that the State will inspect and monitor the program with objectivity and dispassion.

The fifth problem that exists is in the relationships of vendors and sponsors. We must remember that there is no incentive for a vendor to serve as a check on unreasonably high orders by the sponsor and there is no incentive for a sponsor to control the vendor's excesses, since each gets paid on a per meal basis. The program is a profitable business for both parties.

Thus, I have heard reports—and these have been phoned to my office—of vendors who kick back a part of their profits to sponsors in order to obtain the sponsors' contracts. I have also heard that in New York City, 90 to 95 percent of vendor contracts came in at the maximum allowable cost of 80.75 cents per meal—a remarkable coincidence given the requirement of competitive bidding.

In order to let the committee understand how complete the administrative breakdown is in New York, I must tell you that the New York State Education Department which runs the program in New York City, doesn't know, or at least will not tell me, how many children are being fed daily, or more accurately, how many meals are being served daily in New York City. The committee should note, however, that with more than 4,700 sites in New York City, if each site serves 250 meals daily—and this is probably a conservative estimate—there are nearly 1.2 million meals being served every day. There are only 1.1 million public schoolchildren in New York. So something, at least on the fact of things, seems seriously wrong.

In an effort to remedy this incredible situation, I met with U.S. Department of Agriculture officials 2 days ago. I confess that I was terribly disappointed with their response. The Department officials seemed to want to scrap the program, and appeared to believe that they could do little to see that it was running properly.

I cannot accept that kind of position. I have prepared a list of recommendations, which I submitted to these officials, for action which USDA can take right now to reduce waste and assure that needy children will be fed properly.

I would ask permission to summarize some of these recommendations, and to enter the full list at this point in the record.

[Recommendations follow:]

RECOMMENDATIONS BY REP. ELIZABETH HOLTZMAN FOR ACTIONS TO BE TAKEN BY STATE AT REQUEST OF U.S. DEPARTMENT OF AGRICULTURE

1. Compile a complete list of sponsors (including principals) and sites in City, together with estimated number of lunches to be served at each site. List is to be retrievable by site, principal, sponsor, and area in which located.

2. State to instruct sponsors as to the following at Thursday's meeting:

(*a*) Sponsor to designate in writing to the vendor the name of responsible person at each site to receive food. (Copy of document to State.) No reimbursement to vendor without daily receipt signed by that person. If person not at site, vendor not to deliver food and to notify State.

(*b*) Records kept by each site (according to a State-developed form) by person designated by sponsor in writing to State:

(i) number of meals received per day.
(ii) number of children served per day.
(iii) number of meals stored for next day.
(iv) number of meals ordered for next day.
(v) certification that all food was consumed on premises.
(vi) condition in which food received.
(vii) names and addresses of children served.

(*c*) Recordkeeping forms distributed by sponsors to each site.

(*d*) Sponsors to recertify under oath to State, by date certain, as condition for continuing as sponsor:

(i) training given to site personnel as to program requirements including requirements as to recordkeeping and service of one meal per child.
(ii) number of children each site is capable of feeding.
(iii) average number of children served daily at each site.
(iv) that distribution of recordkeeping forms took place.
(v) that consumption of food at each site is taking place on-site.

(*e*) Each site supervisor responsible for making daily adjustments in basic number of meals ordered based on amount left over from previous day, and for making weekly adjustments in basic order (number of children expected to be served) based on previous week's attendance.

3. Monitors

(*a*) State to reinstruct monitors in presence of USDA officials and develop reinstruction material.

(*b*) Discharge all monitors who have submitted false reports and, if permitted by State law, discharge all monitors who are connected to or recommended by sponsors.

(*c*) Hire new monitors through New York State Employment Service.

4. Accountants to certify (in cases where sponsors are required to obtain independent audits) that appropriate records are being kept before sponsor receives August 1 advance.

5. Moratorium on new site approvals until August 1, except as replacement under new sponsorship, for terminated sites.

6. Subject multiple site in small geographic area to stepped-up investigations.

7. State to undertake on-site inspections of sites of sponsors who had difficulty last year.

8. State to instruct vendors not to deliver food to site where responsible person is not present and to notify State of any such site.

9. State to review competitive bidding procedure followed and may require reopening of bids.

10. State to provide additional personnel to make on-site inspections.

Ms. HOLTZMAN. These recommendations include, for example:

1. Require sponsors to train site operators to—
   (*a*) Feed only children, and not adults;
   (*b*) Permit feeding on the site only;
   (*c*) Give out only one meal to each child; and
   (*d*) Report to vendor and sponsor changes in the number of children attending each site so the number of meals served would match the number of children.

2. Require sponsors to recertify under oath that they have conducted such training.

3. Require sponsors to certify under oath the average number of children served per day and the adequacy of the site to serve that number of children.

4. Require the New York State Education Department to discharge inspectors it hired at the request of sponsors and inspectors who filed false reports.

5. Require the State education department to provide more onsite inspectors.

I have also asked the U.S. Department of Agriculture to form a special task force to correct the administration of the program in New York. This would be a task force similar to the one that was formed to deal with charges of fraud in the food stamp program.

I would stress that I do not want to see the program terminated in New York City. I want to see needy children fed, but I want to see this done in a lawful manner with good food and without the incredible waste that brings such a stain on the name of the Federal Government and this program.

I have confined my efforts, so far, to what must be done right now to stop the abuses that I have found. When a program spends $1.5 million a day, as I am told it does in New York City, remedial action must be taken immediately.

I would like, however, to address as well concerns with regard to the future of the program.

First, the Department of Agriculture has failed, it seems to me to promulgate adequate regulations with respect to this program.

Perhaps most significantly, it has failed to provide a procedure for screening out incompetent or plainly dishonest sponsors. I have been advised, for example, that the U.S. attorney for the eastern district of New York has had a large number of sponsors under investigation for possible criminal violations in the past years. Yet, many of these sponsors may still be participating in the program this year, making even more money.

Other failures in the regulations include—

No outreach to inform needy children;

No system for determining what sanctions should be imposed for various violations or deficiencies—in other words, when a slap on the hand is to be applied, or when a vendor or sponsor should be decertified completely;

No procedure for withholding payment or obtaining recoupment when there has been waste on the part of the sponsor; and

No procedure for developing substitute sponsors, when a sponsor has been decertified.

My second observation is addressed to the program structure itself. It is simply in no one's interest to run the program efficiently and economically.

Vendors get paid whether meals are eaten or not, indeed whether they are edible or not. The more meals they deliver, the more money they make.

Sponsors make 6.5 cents per meal. They don't have to care whether the meals are actually eaten by hungry children.

The State, which has totally failed in its responsibility to run the program, in my judgment, gets 2 percent of what the program costs. Thus, the more money and the more food that the vendors and sponsors waste, the more money the State gets.

This system is an open invitation to throw away food and waste taxpayers' money.

Mr. Chairman, I think that, in large part, the Department of Agriculture can make or break this program. It can either sit by and ignore the abuses, saying that the program cannot be run, as it has said in the past, or it can try to make the program run properly. I have tried to get the Department to make the program work properly, and I am confident that your committee will do the same.

The present program, at least as it is run in the city of New York, disgraces the Federal Government and degrades or ignores the children it was intended to serve.

Let me add one final point. Some say that we have to tolerate waste and mismanagement in order to feed some hungry kids. I do not believe this is true.

Poor kids who need a free food program are entitled to be treated with respect, and yet this is not happening. In New York City's summer food program, no one is required to provide tables and chairs so that the children can eat as civilized human beings.

It is arrogant and condescending to provide poor children with food but no place to sit and eat it. It is arrogant and condescending to tolerate the enormous waste that gives rise to litter and stench of rotting food in poor neighborhoods.

Only if we are determined to treat America's hungry children humanely and with a sense of their dignity, can we make this program work. I believe that we can, and we must do so.

Thank you, Mr. Chairman.

Chairman PERKINS. Let me say to you, Ms. Holtzman, thank you for calling a serious situation in your area to the subcommittee's attention. This committee cannot permit situations of that type to continue to exist in the school lunch program.

I think after Mr. Richmond makes a brief statement this morning, we will let you both stand aside for a few moments, and listen to what the Department has to say in response to these accusations.

It may be necessary, somewhere along the line, to call some local people from the city of New York directly in charge of administering this program, because a situation of this type, the type that you have described, cannot be tolerated. I want to thank you for calling it to our attention, and that is the purpose of this oversight hearing, to make sure that conditions of this type do not continue to exist in this country insofar as the school lunch or the summer feeding programs are concerned.

Mr. Richmond is here now, I understand. If you would care to make a short statement, Congressman Richmond, go ahead.

Mrs. CHISHOLM. I would like to know if Ms. Holtzman will be able to stay on for awhile because I have some questions I would like to ask.

Would you be able to stay?

Ms. HOLTZMAN. Certainly.

Chairman PERKINS. Let us hear from Mr. Richmond, and then we can ask them some questions.

Mr. Richmond, without objection, your complete statement will be inserted in the record, and you may proceed in any way you prefer.

STATEMENT OF HON. FREDERICK W. RICHMOND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. RICHMOND. Mr. Chairman, last year when the Congress voted for the child nutrition program, and overrode President Ford's veto, we finally established a permanent and open-ended summer feeding program.

Currently summer meals are being served across the Nation to millions of needy youngsters, ensuring sound nutrition and a balanced diet. The children of New York City and State have not only benefitted the most from the program, but have also suffered the most.

This year alone more than 1 million New York youngsters will be eating lunches, breakfasts and snacks thanks to the summer feeding program. However, as you know, many youngsters have been forced to wait 3 to 4 weeks for their meals because of the lack of commitment and understanding of the scope of the summer feeding program by the State of New York.

The administration of this $50 million program in New York State can be judged, as one sponsor recently stated: "one big joke."

While newspaper accounts of wasted milk, tainted meat, and stolen meals continue to be written, the real culprits, the administrators at the New York State Department of Education and the USDA go unscathed. These horrors of frozen meals, empty sandwich bags, and rotten apples are only the symptoms of a disease not its cause.

The roots of this problem run much deeper within the State and Federal Governments. Last year, when the USDA ran the New York summer feeding program, audits were conducted, subpenas were issued and Federal reimbursement funds withheld due to widespread irregularities. Two Federal grand juries in New York's eastern and southern districts were convened to investigate this program.

Those probes into last summer's program reportedly are still underway, and yet, when this year's summer feeding program began, the Justice Department refused to divulge either the extent of their investigations or any results.

Therefore, the State was forced to play Russian roulette and was unable to judge which sponsors and vendors were legitimately interested in the delivery of good meals and which were looking to merely rip off the program.

The Department of Agriculture compounded this problem by not assisting the State in weeding out unscrupulous vendors and sponsors.

And the State, even in the beginning, never closely scrutinized the sponsor-vendor relationship. I have been informed that State monitors were not present when sealed bids for vendors were opened by sponsors, and that the State which was taking over the operation of an estimated $50 million federally funded program did not deem it necessary to commit a full-time borough-by-borough staff to this program until 1 month prior to its opening.

In short, the State of New York, was operating a $50 million Federal summer feeding program out of a shoebox.

My office recently interviewed and surveyed 75 of the 141 New York City sponsors representing more than 3,500 sites, serving close to 1 million meals daily. Time after time, sponsors complained of a lack of guidance and dissemination of information from the State; that the State's filing system was Byzantine; that one sponsor who had 135 sites found more than 240 file folders at the Brooklyn office for those same sites; that phone contact with the Brooklyn office was impossible; that notification of acceptance or rejection of sites was not accomplished by a typewritten letter but by handwritten pencil notes, or by word-of-mouth.

Computer lists of sites which the sponsors were told to rely on in April were never delivered. In fact, many sponsors in New York are still waiting for their site approval, 3 weeks after the program has begun.

Looking deeper into the State's commitment, we find only 120 monitors for more than 6,000 New York City sites. Indeed, in Brooklyn, where we have more than 3,000 sites there are only 40 State monitors who now travel in teams of two, meaning only 20 monitoring teams for those sites. Each team is, therefore, responsible for 150 sites.

Since the program is operating for only 44 days and a team can be expected to visit at most five sites daily, Brooklyn summer meal program personnel need only worry about onsite inspections by State monitors at the most once a month.

Sponsors complain the State is disorganized, it is very distant, confused and most of all inexperienced. A sophisticated program designed to feed more than 1 million youngsters is being run in a kindergarten fashion.

The solutions to these problems do not come easy. A commitment must be made by the State of New York and the USDA to run the summer feeding program efficiently and to deliver the meals to those youngsters in need.

In light of the fact that the overwhelming majority of sponsors are operating within the law and in the best interest of the children, we must force the State of New York and the Federal Government to institute a series of reforms:

(1) The State of New York should immediately increase its monitoring staff to insure that each site is visited at least three times a month.

(2) The State should immediately allocate funds to the New York City Department of Health to enable certified health inspectors to review and monitor the 51 summer meal vendors insuring the quality of

the food. At the same time the State should immediately review all vendor-sponsored contracts.

(3) The State should guarantee that sites are not punished for the negligence of the sponsors or vendors so that community groups can continue to serve food to the children.

(4) The Federal Government through the Department of Agriculture should immediately send a special monitoring and management team to New York City to assist and give guidance to the State and help them upgrade the summer feeding program.

(5) Finally, the Justice Department should be instructed to expedite its investigation and inform both the State and USDA which sponsors and vendors are still under question and which have been vindicated.

When properly operated, the summer feeding program is preventive medicine, saving millions of children from malnourishment and preventing massive Government expenses in medical and education costs.

Children eating well-balanced meals which their families cannot afford to provide, should be a prime function of a responsible Department of Agriculture and State health department. But when bureaucratic redtape and incompetence strike the program only a select few gain while the children suffer.

I urge the subcommittee to take these steps, to insure the proper operation of this vital program. Thank you very much, Mr. Chairman.

Chairman PERKINS. These accusations are very strong, and it would appear to me that we have to have more responsible sponsors for these summer feeding programs.

Right now, if you will step aside, Mr. Richmond, I am going to let Mr. Damgard come around and call on Mr. Hall to introduce him, since he is from Illinois. He is the Deputy Assistant Secretary for Marketing and Consumer Services, Department of Agriculture.

Mr. HALL. Thank you, Mr. Chairman, and members of the subcommittee.

Mr. Damgard is from a family that lives in my congressional district, so he is a native of my congressional district. I have had some acquaintance with the Damgard name way before I came to Congress, and I want to take this opportunity to extend to John a personal welcome.

Chairman PERKINS. You go ahead, now, Mr. Damgard. You have heard the accusations here this morning as to the way the summer feeding program is being operated in New York City. We would like to hear what the Department has done in the way of any supervision or control over a situation of this type, and what type of sponsors, and what your requirements in connection with sponsors; and what regulations you have to prevent misuse of the summer feeding program to the extent that it is just money going down the drain.

Go ahead.

STATEMENT OF JOHN M. DAMGARD II, DEPUTY ASSISTANT SECRETARY FOR MARKETING AND CONSUMER SERVICES, DEPARTMENT OF AGRICULTURE

Mr. DAMGARD. Mr. Chairman, I have with me William G. Boling, on my left, who is director of the child nutrition program; and Wallace F. Warren, regional director, mid-Atlantic region, Food and

Nutrition Service, who will be happy to discuss the problems that exist in New York City.

Last year, President Ford wisely vetoed legislation which in part expanded the summer feeding program in such a way as to make it impossible to administer prudently. In spite of the selfish interests of those who would seek financial gain at the expense of both the taxpayer and the needy children, Congress passed the legislation over the President's veto.

As you have heard earlier, what we have as a result of congressional action is the potential for scandal, waste, and inefficiency. There are in some places, some people who are, unfortunately, more interested in helping themselves than in helping these children. We have been struggling since the start of this program to cope with the situation.

So this morning we are to ask you to take another look at the law, which you have written, to see if you don't agree with us that it needs to be given some teeth. So that the summer feeding program can achieve the laudable objectives that both you and we want it to achieve.

A summer food program for children has been in operation since 1969 as part of the special food service program for children. Last summer the program served nearly 2½ million children across the country.

In October 1975, Public Law 94–105 authorized the summer food service program for children as a separate program. The program mandates provision of free meal service to needy and other children during the school summer vacation period.

It is sponsored locally by city government agencies or by nonprofit private community groups and herein lies the problem. Meals are usually served at open, unstructured sites such as parks, playgrounds, and blocked off streets. The meals are usually cold bag lunches purchased by the sponsors from commercial food service companies.

The summer program has suffered from many operational and administrative problems. The problems arise from the short-term nature of the program, the feeding sites with the sole purpose of simply handing out lunches, the difficulty of estimating the number of meals needed at a given site on a given day, the lack of food storage facilities at the sites, and the involvement of private sponsors who have no financial backing and little training or experience.

In addition, the existing summer program does not work in all areas. In rural areas, for example, it is seldom implemented. We believe that State and local governments should be allowed to design programs to meet their own situations and needs.

Under a block grant approach as proposed in H.R. 13208 States would have the opportunity to design programs which would best meet their individual needs. Under H.R. 13208 States would be eligible to receive a grant which would be sufficient to fund for 225 days one-third of the recommended daily allowance for every needy child aged 0 to 17 residing in that State. This formula includes funds for the school lunch program for 180 days as well as the summer program for 45 days.

The General Accounting Office in its 1975 report on the summer program recommended that Congress clarify how areas in which poor economic conditions exist should be determined with respect to the size of an area, its location in an urban or rural environment, and the proportion of needy children residing there.

The General Accounting Office report also recommended clarification of the eligibility of nonneedy children residing in needy areas to participate in the program.

Although Public Law 94-105 defines an eligible area as one in which one-third of the children are eligible for free or reduced price school meals, it fails to provide definitive criteria on selecting target areas or on the eligibility of nonneedy children to participate in the program. This makes it impossible to establish realistic program goals or fully evaluate program accomplishments.

Public Law 94-105 does not give the States enough flexibility to design summer-feeding programs to meet local needs and utilize existing local resources. Both the Department and the General Accounting Office recommended tighter administrative controls on the summer program, especially in the areas of monitoring and application review.

Instead, Public Law 94-105 expanded the program that was already in existence and removed some of the administrative controls which USDA had instituted since 1969 to deal with the problems which exist in this program.

For example, Public Law 94-105 mandates that all eligible sponsors who applied shall automatically be approved to participate in the program. An eligible sponsor is defined in the law as a public or nonprofit private institution which provides meal service to children from needy areas.

While we have developed minimum sponsor and site criteria, it is very difficult for a State to deny program participation to a sponsor even when the sponsor's past performance has indicated its inability to properly administer the program.

In addition, the State must now provide advanced funding to that sponsor. Potentially, a sponsor could receive advanced funding and never operate a program.

Both the General Accounting Office and the Department recommended that advance funding be provided to sponsors with provisions for adequate safeguards to insure that sponsors have the ability to administer a successful program and that amounts advanced are commensurate with the volume of food services the sponsors are expected to provide.

Public Law 94-105 mandates automatic advances to all sponsors. States should be given the opportunity to determine when advance funds are justified.

While advance funding may be needed by some sponsors in order for them to have the cash resources to operate, not all sponsors have need of advance funds to operate. Advance funding should be restricted to those sponsors who would be unable to operate without it, and whose failure to operate would result in children being denied program benefits. In addition, the States should be given more discretion in the approval of advance funding.

Public Law 94-105 also authorizes up to five meal services per day. Food waste has been a continuing problem in the program. For example, a study done in 1974 showed that the number of children eating all of the protein component of the lunch ranged from a low of 40 percent to a high of 100 percent.

The problem of waste was aggravated by the practice of many sponsors of serving several meals at once; for example, a lunch and breakfast in the same bag. In many cases the logistics problems of multimeal deliveries forces sponsors to have both meals delivered at the same time; lack of storage facilities caused additional problems and the only solution was for site personnel to serve both meals simultaneously.

This type of meal service led to great quantities of wasted food, as the children were unable to consume the amount of food given to them. In response to this practice, and recognizing the difficulty of administering more than one meal service at the kinds of food service sites used in the summer program, USDA limited most sponsors to one meal service per day.

Sites which had ongoing full day programs for attending children could be approved for maximum of three meals a day, including one snack. Public Law 94–105 removed this restriction and authorized up to five meals a day, including two snacks.

It is simply not possible for most summer programs to properly administer more than one meal per day. The children are not in attendance at sites long enough, and the sites do not have the facilities to store meals until time of service.

In addition, sponsors simply do not have the administrative capability to manage a multiple meal program.

Chairman PERKINS. Who is going to address themselves to those charges? The testimony is not helping us one bit this morning. There is supposed to be some supervision somewhere, and if the State is not doing it, you should be doing something about it from your end.

Mr. DAMGARD. As you know, this is the first year that New York has gone back into running the program. It is my feeling that it was the 2-percent administrative funds that lured the State back into the program.

The program is not being run well by the State. The State was very late in getting organized to run the program this summer. We ran the program out of our Princeton Office last year, and we encountered many of the difficulties the State is encountering. Yet, under the law the controls and the sanctions that we have in approving sponsors simply is inadequate.

What we are asking, Mr. Chairman, is that you take another look, and work with us to determine——

Chairman PERKINS. It is a question of whether the State can select good sponsors, whether the schools can be good sponsors, whether some private organizations, or just who is committing all that waste and fraud that is the situation in New York City.

Mr. DAMGARD. Our testimony is addressed to the entire summer feeding program, and not simply New York.

Chairman PERKINS. In some places it is working wonderfully well.

Mr. DAMGARD. That is correct.

Chairman PERKINS. What kind of supervision do you have over the sponsors?

Mr. **Damgard.** In the city of Chicago it becomes an arm of the municipal government. The parks and the Department of Human Resources in Chicago run the program.

Chairman **Perkins.** The way it is supposed to be administered is your responsibility.

Mr. **Damgard.** Yes; under the law we cannot restrict the number of sponsors.

Chairman **Perkins.** Mr. Buchanan.

Mr. **Buchanan.** One point. At this point, Mr. Chairman, I want to say, after our colleague from New York had finished her testimony, I think that she is doing a very significant service by bringing this to our attention and to the attention of State officials, and attempting to correct those very shocking situations.

I would hope that the Department would take it quite seriously. I don't know how much they knew in advance.

Mr. Chairman, as I understand this hearing, the Department of Agriculture's testimony was prepared for an oversight hearing on the summer feeding program, and this was not set up in advance as something where, so far as I knew, that our colleagues were coming in to testify on this very shocking and disturbing situation, and one where the Department came necessarily prepared to answer those criticisms.

Mr. **Damgard.** May I say, Mr. Congressman, that we, in fact, did want to highlight the problems in New York. Ms. Holtzman's interest in this has been in the last week. We have been cognizant of the problems in New York for some time.

For that reason, we had made plans to bring Mr. Warren up from Princeton, who has more intimate knowledge of the problems in New York than anybody else in the Department. I thought that this ought not to be the sole subject of my testimony.

With your permission, I would like to go on and finish my testimony as it relates to the program.

Mr. **Buchanan.** I support the Chair, and I hope that you will be prepared to answer the specific questions pertaining to the problems in New York at some point this morning.

Mr. **Damgard.** We will try to answer those questions.

Mrs. **Chisholm.** The gentleman has indicated that he wants to go on. What I wanted to really do was to bring back Ms. Holtzman and Mr. Richmond, and I wanted to kind of establish a panel debate here for a moment because the questions that I wanted to ask Ms. Holtzman and Mr. Richmond with respect to their testimony, I wanted to then ask you to answer those questions. I think that we have to be very, very specific, and I think that this is what we have to do.

The Chairman has indicated that he will be able to go on. Both representatives have indicated that they will be able to stay. Then, we will be able to do that, if it is all right, Mr. Chairman.

Chairman **Perkins.** Go ahead, Mr. Damgard.

Mr. **Damgard.** If the committee has no further interest in my testimony, perhaps we ought to go ahead and talk about New York.

Mr. **Buchanan.** I think that you ought to finish your statement.

Mr. **Damgard.** The authorization of multiple meal service invites food waste, spoilage of food, and recordkeeping problems.

Public Law 94–105 for the first time made residential summer camps eligible to participate in the program. While program eligibility is based on the need of the geographic area served by a site, we recognize that most residential camps do not serve a specific geographic area.

Therefore, program regulations allow residential camps to base their eligibility on either the need of the geographic area they serve, or the need of the children enrolled. This results in residential camps being able to be reimbursed for the meals served to all campers when only one-third of those children are needy.

The Department has long believed that the summer program would best serve the needs of the children if it were administered in conjunction with school facilities. The use of schools in the summer program would insure adequacy of feeding sites, improve meal quality, and make use of idle school food service facilities.

In order to increase the use of schools as program sites or suppliers of meals, USDA has encouraged sponsors to use schools, or to document why such use was not possible. Unfortunately, we have not been successful in persuading school systems to allow their facilities to be used.

Closing schools in the summer months is an ingrained practice and this, coupled with the pressures on local budgets, has made schools reluctant to become involved in the program. In 1974, Congress requested the General Acounting Office to study the summer program. The report of this study points out that school districts do not participate because of the administrative costs involved in opening the schools, the fact that regular school staff is often involved in professional training during the summer and, therefore, not available for supervisory duty, kitchen facilities are often repaired during the summer, and school officials fear vandalism in school buildings held open during the summer.

School or other local governmental agencies should be the local sponsors of the summer program. Many of the problems experienced in the summer program have come about because rather than being integrated into ongoing community programs and activities, such as summer recreation programs, the summer program is authorized merely as a food delivery system.

Sponsors can operate only to provide a food service, with sites to which children come only to receive a meal. Such a situation is inefficient since it is more expensive to develop a food service that stands on its own than a food service that provides meals to children gathered for an existing supervised activity.

In addition, a food service that is not integrated into other programs for children minimizes the benefits that can be made available to some of our neediest children. Schools and other local agencies such as recreation departments have existing ties and responsibilities to their communities.

They have structures into which a food service program can be integrated. In addition, schools have existing food service facilities that are often idle during the summer. The use of schools for the summer program would maximize the use of these facilities and minimize many of the operational problems experienced in this program.

The Department of Agriculture proposed regulations for the summer program by January and final guidelines, regulations, applications, and handbooks by March. In addition, the Department has met and worked with State personnel to insure an understanding of the new provisions of Public Law 94–105.

USDA and State personnel have held meetings and training sessions for sponsors across the country to asist them in planning for the program.

The administrative funds provided to the States have been of assistance in enabling them to meet their responsibilities for the administration of the program. However, the Congress did not adopt the Geenral Accounting Office's recommendation that funds for State administration should be matched by the State.

The Department believes that as indicated in the GAO report, these funds were intended to be supplemented by the State and that a State match of administrative funds is necessary to insure State involvement in and commitment to the proper administration of the program.

In addition, we believe that the State administrative funds for all child nutrition programs that are provided for under section 7 of the Child Nutrition Act of 1966 make a specific provision for administrative funds for the summer program unnecessary. Such funds could be provided under the Child Nutrition Act.

Thank you, Mr. Chairman, for your indulgence, and my colleagues and I will be happy to answer any questions.

Chairman Perkins. Yes; we have questions.

It would appear to me, Mr. Damgard, that under Public Law 94–105, the summer food service program for children, you have the sentence: "To the maximum extent feasible." That is 42 U.S.C. 1771.1. "To the maximum extent feasible, consistent with this section, special summer feeding programs shall utilize the existing food service facilities of public and nonprofit private schools."

Now you are telling us that you are unable to do that in New York City. Am I correct?

Mr. Damgard. We are unable to do it. We are unable to persuade the schools to be involved.

Chairman Perkins. The next sentence: "Any eligible service institution shall receive the summer food service program upon its request." You are the ones who make the determination of who is eligible, and not eligible. You have heard Ms. Holtzman talk about the bookkeeping.

I want to call your attention to the statute, which states: "State education agencies and service institutions participating in programs under this section should keep such accounts and records as may be necessary to enable the Secretary to determine whether there has been compliance with this section and the regulation hereunder. Such accounts and records shall at all times be available for inspection and audit by representatives of the Secretary and shall be preserved for such period of time, not in excess of 5 years, as the Secretary determines is necessary."

Has this situation ever been called to your attention under this section?

Mr. Damgard. I would like to let Mr. Boling answer that question.

Chairman Perkins. All right. I want to ask you why your check of records have not disclosed the misuse of funds, as required here.

Go ahead, Mr. Boling.

Mr. Boling. Generally speaking, sir, the USDA, I will state flatly, does not pay in the absence of records. In certain instances in the past, where recordkeeping was not available, and there was a very human kind of situation, after the fact we have gone to the General Accounting Office and sought a proper solution to this.

The USDA does not pay for these meals. The USDA does not pay for meals that are in excess of the attendance of the children at the site. USDA does not pay for multiple meals served at the same time to the same children. We monitor these things.

One of the ongoing problems is that we—the program is a 44-day program on the average. It is very difficult during that period of time to get proof positive, proof that will stand the test that we normally accept in our system of jurisprudence.

In the absence of that, sir, it is very difficult to find a sponsor ineligible.

Chairman Perkins. I know that it is an easy matter for me to go through my district, my congressional district, and separate the wheat from the chaff and make a determination in a situation like that of whether you are fooling with a fly-by-night outfit, or whether you are fooling with someone who is eligible within the meaning of this law.

Evidently, you forgot about the word eligible, and just approved anything that comes along.

I am going to recess the committee for 5 minutes, and we will come right back.

Mrs. Chisholm. I am going to stay.

Chairman Perkins. Go ahead, Mrs. Chisholm.

Mrs. Chisholm. I have one clarifying question.

One of the eligible categories was service institutions, and that is described as those who will conduct a regularly scheduled program for children from areas in which poor economic conditions exist for any period during the month of May through September, where site locations have organized recreational activities or food services are provided for children in attendance.

It is your feeling that your testimony today, that this provides such a broad group of eligible sponsors that it is difficult to find.

Mr. Boling. This came out of a concern a number of years ago when the Department made certain efforts to try to restrict it to sites that had activities, recreation activities and the term "food service" was added to assure that where there were no food services, where there were no reaction activities, where there was a very definite need to feed needy children, that the site could operate.

But what happens with Federal law, it would seem, is that it goes to the minimum very quickly.

Mrs. Chisholm. Mr. Damgard, I would like to ask you a few questions and then if Ms. Holtzman would return to the table.

Mr. Damgard, in your statement, you indicated that there is not sufficient criteria to evaluate these sponsors. Yet, the U.S. Department of Agriculture has promulgated 13 points upon which a sponsor should be judged before approval. This is section 225 of the regulation.

Isn't the problem then one of failure to enforce these criteria in approving the sponsors, rather than a lack of criteria. There are definite regulations that should be applicable to all sponsors of this program before they are acceptable.

Mr. Damgard. I think the problem is as Mr. Boling just stated it. While we would have preferred that recreational facilities be part of the total package, so that the feeding is another event in the day for the children, there were instances where recreational activities were not available by broadening this definition, sponsors who did nothing but organize to serve meals to the children were approved on that basis.

It is very difficult, as Mr. Boling mentioned, over a 44-day period, at least, to know in advance which sponsors ought to be approved, and which ones ought not to be approved.

In writing our regulations for the States, incidentally, we tried to be, perhaps, more general than we should be, but that is because in various parts of the country the definition for a workable sponsor, in New York for instance, would be a lot different than a workable sponsor in Chicago, Alabama, or wherever.

Mrs. Chisholm. Ms. Holtzman, you indicated that upon visiting the sites, you had noted that the children were carting away some of the lunch, carting away the milk, carting away the sandwiches, and there was a general air of confusion with respect to the entire program.

To your knowledge, do you know whether or not up to that time—the program has been in operation approximately 3 weeks, do you know whether or not anyone from the Department had visited that particular program, or visited other programs to find out the status under which these programs were operating?

Ms. Holtzman. When I visited two sites in my district, I asked the Department of Agriculture to send an inspector with me. I visited those sites with an inspector from the Department of Agriculture. At that time, the inspector from the Department of Agriculture advised me that the Department had, in fact, been inspecting various sites. He advised me that the rate of violations at the sites previously inspected ran at about a 60 percent figure. I believe that, in fact, Mr. Boling who is sitting here has himself visited sites in New York City subsequent to the time that I visited the sites last Friday, and he has told me that he has seen the same things I reported here.

The General Accounting Office, I might add, in 1975 issued a report specifying the problems with this program: no record keeping, wasted food, spoiled food, failure to distribute only one meal per child, distribution of food to adults and the like.

I would say, however, and I think that this is an important point to keep in mind, that right now in the city of New York, 1.5 million dollars are being spent every day. It is one thing to talk about legislative deficiencies and the like, but those are problems to be dealt with, it seems to me, at a later stage. By talking about legislative problems, the Department of Agriculture is avoiding its primary responsibility right now, this hour, this date, this minute, which is to prevent the wholesale waste of tax dollars and to assure that the children of New York City are getting decent meals.

This, it seems to me at least, is the primary obligation of the Department of Agriculture. The Department has sufficient latitude, under the statute and the regulations, to ensure and require that these programs be run in an honorable, decent and efficient way so that the children are fed properly and you don't have a scandalous situation such as exists right now in New York City.

Mrs. Chisholm. Coming back to Mr. Damgard, the summer food program, of course, has been expanded by Public Law 94–105. These organizations have developed all kinds of special summer feeding programs for those children who would otherwise be deprived of nutritional meals during the day for these months.

Does your Department insist, or have in the regulations—I don't recall, so enlighten me on this—the fact that these lunches must or should be eaten on the premises, or do you leave that up to the person who is sponsoring the program?

Mr. Damgard. We require that the lunches be consumed on the premises.

Let me reiterate what Mr. Boling said earlier. We don't pay for lunches that are consumed off-site. We reimburse on the basis of the claim of the sponsor. We have our auditors, and we have our monitors, and the State has monitors. We have our office of investigation involved.

On those claims that are deemed to be the situation that Ms. Holtzman has pointed out, we simply do not reimburse. That creates another problem. In the case where a sponsor is lax, and he might have entered into a contract with a perfectly legitimate vendor, who has done his duty in terms of delivering the meals—they aren't all bad, I am sure there are some very, very good vendors in the city of New York and in other places supplying meals to sponsors—if that vendor lives up to his responsibility and delivers the meals to the sponsor, and the sponsor abrogates his responsibility by giving them to adults or putting them in a car and taking them off someplace to sell, or throwing them away, and we learn of it, then we simply do not pay the sponsor.

When the sponsor does not get paid, he has to say to the vendor: "I am sorry, the Government did not pay me for those lunches that you served me." In those cases, they are not financially responsible.

Mrs. Chisholm. Ms. Holtzman did indicate in her testimony, unless I misunderstood, that the sponsors are getting paid for all of these lunches that are being carted away, et cetera, is that the result?

Mr. Damgard. As a result of 94–105, there is advanced funding, so there is money out. As far as we are concerned, we want accountability of that money.

Ms. Holtzman. Let me say a number of things in response.

First of all, advance payments were made to the sponsors for the month of July. I have requested that no advance payments be made to the sponsors for the month of August, unless they are willing to recertify that in fact they have conducted the kind of training that is necessary for the site supervisors to run a decent program, and to make that recertification under oath.

I have made that suggestion to the Department of Agriculture.

The only remedy of which I am aware, which has been used by the Department of Agriculture, is withholding the final payment pending an audit. I would just suggest to the Chairman that, considering the number of vendors and sponsors willing to participate in the program, despite the possibility that the last payment may be withheld, gives us a good indication that there is probably enough profit to be made during the first portion of the program, that the withholding of the last payment is insufficient disincentive for the kind of wastefulness and inefficiency we have seen.

This is why it is no answer to say: "We audit the books at the end of the summer. We withhold the last payment." This, Madam Chairman, does not seem to work; at least it has not worked in the past.

Mrs. CHISHOLM. The gentlemen from the Department have indicated, at least one of them did, that perhaps the best place to carry on the school lunch, if you can get around the bureaucratic snarls and the redtape and the reasons why public schools have to not open in the summer, would be to conduct these programs in the public schools because they have the kitchen facilities, they have the seating arrangements, they have everything that is necessary.

What is your reaction to that?

Ms. HOLTZMAN. I would say that this is an excellent suggestion, if it were possible at this time to get the city of New York to agree to open its schools for the purposes of running these programs and to be reimbursed adequately. I think that this is the best way of insuring that the children will be fed nutritious meals in a dignified manner.

Mrs. CHISHOLM. Not prohibiting communities to participate in the program, but to make sure that the taxpayers' tax money rebound to the benefit of the children participating in the summer food program.

Ms. HOLTZMAN. Yes. Also, I think the children ought to be able to eat their lunches, breakfasts, or dinners sitting down at a table in a decent manner.

I think that it is a disgrace to suggest that because you are poor, you are going to have to stand up and eat this meal, that there is not even going to be a place to sit down.

Mrs. CHISHOLM. Could you describe for us what steps the Department has taken, if any, to minimize the participating in the summer feeding program, of sponsors who are potential abusers of the program.

We realize that there is a report that has not yet come out in terms of the Justice Department. We are concerned about the fact that there are sponsors in the program who, perhaps, should not be in this program because of investigations that are going on.

What steps have you taken to really do something about the problems in this program? This is not an overnight problem. This is something that has been going on for quite some time.

Mr. BOLING. This matter has been under a very large investigation since the latter part of the year, last year. During this period of time an amount of funds in excess of $6 million has been withheld from last year's program.

In many cases, this has hurt legitimate sponsors. But because of the need of audit and widespread investigation, these funds have not been paid, until the audits and investigations are completed—the audits and investigations are not fully completed yet.

In addition to that, the State together with the Department of Agriculture, has conducted presite selections. It is true that we consider all eligible sponsors, but the ultimate control is on basic site investigation. Now, as of May 1, the State had no investigators. The Department provided 43 investigators to allow the site inspection process to proceed.

During this period of time, 200 sites were rejected. Now the State officials indicated to me on Monday that there are approximately 400 sites that sponsors purportedly had inspected, and were provided to the State as good sites.

In addition to that, when the sites get into operation, then we come into a very human drama, and Mr. Warren can tell you about some very human dramas, and that is the confrontation that does exist when children are being fed and where we find ourselves with only one solution, which is the termination of that site.

Mrs. CHISHOLM. Let me ask you. You have indicated that the States have the responsibility for actually monitoring the programs, once the approval has been given by the Department of Agriculture.

If the State does not do this, the blame cannot be placed at the Department of Agriculture's door. Is that correct; is that what you are saying?

Mr. BOLING. I suppose that there are always more things that we can do. Today, at 10 o'clock, in the World Trade Building there is a meeting with all sponsors being conducted by the State. They are going to review the requirements, again, for the regulations.

Ms. Holtzman has suggested today that the sponsors recertify something that they had already certified to in their initial applications for these sites.

At this meeting today, the Chief Auditor of the Department of Agriculture will be meeting with the auditors that have been required for the summer feeding program this year. Again, these auditors come under the general licensing of the State of New York.

These auditors are required for every sponsor that intends to claim a program larger than $30,000. Our chief auditor is up there today, explaining the expectations. We have a very detailed audit guide available to them. This was produced and out to them in the middle of May. It covers the basic recordkeeping requirements.

In addition to that, State and Federal officials will be covering the nature of the abuse that has been found to date, the very serious nature of this abuse, and suggesting certain actions that must be taken.

In addition to that, on Monday, when I did talk to the State officials, they were hiring an additional 45 monitors. In addition to that, and consistent with an agreement that this Department has with the State, they were training monitors to go into the vendor operations, in the third week of the program.

Those monitors of the vendor operations should have been there during the first week of the program. But at any rate, this is being done.

Mrs. CHISHOLM. One last point.

I understand all of the things that you are discussing with respect to clearing up many of the abuses in the program. But one point still stands out quite clearly, and that is, what is being done with respect to those vendors, or those persons who have been operating in this program solely on a profit motive.

How are we going to be able to clean the program up, unless we are cognizant of those individuals who year after year, somehow, get selected to be in the food business for the summer feeding program.

If the Department of Agriculture does not come out with a report, and if this report has been going on for quite some time, how can we be able to do what is necessary to make sure that we clear up the abuses of the program, so that there is no further detriment to the children, and those persons involved in the program.

What are you going to do about that in terms of your meetings. Are you going to put pressure on the Department of Justice to release reports in view of the situation that we face here?

There are some questions, very deep questions connected with the vendors in this program.

Mr. DAMGARD. We are anxious for the Department of Justice to wind up their investigation.

Mrs. CHISHOLM. Have you told them that?

Mr. DAMGARD. Yes, we have.

Mrs. CHISHOLM. What do they say?

Mr. DAMGARD. It is an ongoing investigation.

Mrs. CHISHOLM. Ongoing for how long?

Mr. DAMGARD. I have no idea.

Chairman PERKINS. Let me say to you, gentlemen, with the bookkeeping required, and with this word "eligible." I presume that the schools are doing a better job administering the summer food service program, which to my way of thinking is one of the greatest programs.

The summer food service program, in order to fill the gap, simply has to continue. It is going to continue as long as I am chairman of this committee because of the great need for it.

There are so many millions of children that really do not get a decent meal a day, and depend upon this, especially after they have been in the regular school lunch program.

It seems very odd to me that since you have had a long time, and the General Accounting Office enumerated, in a report dated February 14, 1975, their appraisal of the special summer food service program for children, and their appraisal was based upon a 1973 program operation, why hasn't it been possible in 3 years to effect solutions to those problems which have been so clearly identified, such as children taking meals from the site, accounting problems, lack of training of workers, etc.

Don't you feel that you have been derelict, inasmuch as this GAO report pointed this out so clearly in 1973, which was made available early this year, to begin correcting these situations?

You come in here this morning suggesting that we change the law. It is not going to solve the problem by any means, in my way of thinking. Do you want to comment on my question?

Mr. BOLING. Yes, sir, I do.

Chairman PERKINS. All right, go ahead.

Mr. BOLING. For many reasons, as the chairman recalls, because of the timing of the legislation, it was felt necessary to provide the Department of Agriculture with an extension of last summer's program, which included in there the provision that we were not to change the regulations.

In addition to that, we have been working to implement, this year, regulations and I believe that in the long pull the State administrative expense fund will be of assistance in this way.

Ultimately, however, it comes to finding eligible sponsors, and sponsors at the local level. You know that the Federal Government, under the statute, is providing 6.5 cents for every meal to the local sponsor.

Now, Ms. Holtzman attacked that provision this morning. That provision allows for the sponsors also to hire monitors. If they are as committed to the welfare of the children as they represent, they will use these administrative resources to see that the vendor provides adequate meals, and to see that the program is administered not in such a way as to endanger its very existence.

Now, we are probably going to have to take some more serious action and that action will be of exactly the nature that Ms. Holtzman recommended this morning, no advance payments for August, until they can certify. The certification will take time. By the time the certifications are provided, the advance payment date will be over. There must be a determination based on the certification.

So, in effect, when we say "no advance payment in August," it will be no advance payment period for all sponsors.

Maybe we have found, and based on my own review, I was just able to visit two or three sites. By the way, Mr. Chairman, I did see one very good site in my very brief period, but we have found wholesale violations of the statute and regulations with regard to the service of breakfast and lunch in the same bag for the same child.

The statute envisions the service of breakfast for children coming to the site, and the service of lunch. Now the Federal Government, I would imagine can only take some massive restrictions to cut back the availability of those meals. It is the administrative officer who can make decisions with regard to sponsors.

Chairman PERKINS. One further question.

Urban areas of this country cannot overlook people who are free and equal everywhere. I never, on any occasion, fail to support legislation for the urban areas. But I represent a large rural district in Appalachia, some of the poorest people in the world.

I have one community where we have some of the poorest blacks in the country, Letcher County, Ky. I am just wondering what you are doing to try to get some of these summer feeding programs into the rural areas of the Nation.

Everywhere I go, down there, they ask me why, why, why, I spoke about it so much, and there is no performance. Why is that?

Mr. BOLING. Basically, at the minimum, we must have someone willing to sponsor the program. For example, in South Carolina we have worked for several years with the South Carolina Workers' Association, and it has not been without problems over the years, but they are serving the multiple counties around Charleston.

We are serving rural areas, but to a very limited extent, largely because the facilities, the sponsors, the schools are not available.

Chairman PERKINS. Thank you very much.

Mr. Buchanan?

Mr. BUCHANAN. Thank you, Mr. Chairman.

Mr. Damgard, you have indicated some knowledge, and your colleague has indicated some knowledge of the New York problems. It appears to be a very shocking and disturbing situation.

Do you have knowledge or belief that this may be the case elsewhere with this program, beyond the city of New York?

Mr. DAMGARD. Certainly not to the extent that it exists in New York. I have no personal knowledge of problems like this existing in other places.

It has come to my attention, mostly within the last year, from vendors more often than not, referred through their congressional representative to my office, wondering why they are not able to be paid. It has had a lot to do with this ongoing investigation, which held up the operation.

I have heard of no such problem in the other cities. It is clear to me, however, Mr. Congressman, that when the city and the State make a commitment to run the program, the program runs well.

In the case of New York, when New York State walked away from it 2 or 3 years ago, it was simply because they did not want to run it.

Until the States and the cities, perhaps on the basis of matching funds, make a commitment to see that the program is run well, we are relatively powerless to make sure that they do just that.

Mr. Buchanan. What mechanism would you have?

As the chairman said, the Congress is going to continue the program and a broader program than the administration is recommending. You can count on this permanently.

Our concern is in meeting the needs, the nutritional needs of as many disadvantaged children as is possible through this program, and as adequately as possible. That will continue, whoever ends up in the White House and the Department is going to have to accept that this is the way it is, and it will be the law.

Now, since that is the way the law is, can we delineate from your testimony those things pertaining to the program being too big, too broad, and all that, because that is not going to change.

In what way, and by whom can we obtain the kind of administration that will eliminate this kind of abuse, notwithstanding the fact that it is going to be a direct program and hard to administer 6,000 sites in New York, for example? It does not have to be 6,000 sites, but you are going to have a big program in New York.

Mr. Damgard. Incidentally, we disapprove a lot more sites than we ultimately approve. We have something like 10,000 applications for sites, and we rejected over 5,000 of those sites. Still, there are 4,500 sites left.

My own belief is, Mr. Congressman, that unless the schools get involved, and you need the commitment of the cities to get the schools involved, we are going to end up with continuing problems of the kind that we have right now.

Mr. Buchanan. Do the cities have responsibility for the program as presently structured?

Mr. Damgard. None whatsoever.

Mr. Richmond. First, I don't believe it would be economically wise to get the schools directly involved, because under our school system, it would mean that the schools would have to be open, costing enormous amounts of money. It would be an added expense for the board of education, which it can ill afford it.

I believe that it is the State's obligation to monitor this program better, and to see that those lunches are handled by proper sponsors and proper vendors. In my district, I have numerous organizations that do a splendid job. I personally visited some sites where we found that the sponsors were doing their job, and the vendors were doing their job.

On the other hand, we do have programs that are badly sponsored, badly monitored, and it is all due to the basic fact that the problem is with the USDA in not running the program in the first place.

That is the same problem that we had with food stamps. The Department just does not want to administer these programs. Therefore, they take very, very little time in regulating. I believe the State can handle this job perfectly efficiently, if somebody would get on top of them and make them do it.

Ms. HOLTZMAN. First of all, I would like to confirm what I said previously. I think, basically, unless the schools operate these programs, we will continue to have problems such as we have had before.

I think the schools, on the whole, with adequate administrative reimbursement, can provide an opportunity for the children to get a nutritional meal and be provided with a place where they can eat sitting down, which is not happening now.

Secondly, Mr. Buchanan, I was interested that the Assistant Secretary said: "We rejected site applications," and then put the blame with respect to the operation of the program on the State of New York. Either it is a "we" when bad things happen, or it is not a "we" at all.

In other words, the Assistant Secretary cannot take the credit for having rejected bad site applications, and then refuse to take the responsibility for bad operation of the program.

The Federal Government is required under the statute, I believe, to receive, and did, in fact, receive a written agreement from the State of New York as to how it was going to operate this program.

The Department of Agriculture cannot walk away from a program in which its officers have personally observed wide-scale abuse, wide-scale impropriety, and wide-scale violations of the law.

I don't think that the Department of Agriculture can take the position that probably, maybe, perhaps, in the future, they are going to do something about it. I think that they ought to be in there right now. There are only 57 vendors in the city of New York, and if USDA has to wait for the State to train inspectors to visit these vendors, then it should take the responsibility itself. USDA personnel should be out there right now inspecting the sanitary conditions under which these meals are prepared. There are only 57 vendors, and USDA can inspect them. It has the personnel, and it ought not to wait so long.

This ought to be done this week, in fact, to make sure that the children are receiving decent meals because we have received complaints that hamburgers were not made of meat, and I have personally seen inedible frozen food being delivered. We have had complaints of rotten food from other people. Those steps have to be taken.

I think there is no question that the Department of Agriculture should seriously consider setting up a departmental task force to deal with this problem, as it does not have any concrete suggestions as to what they do right now. They ought to set up a departmental task force which is going to come up with those suggestions.

I would say, with all respect for the Department of Agriculture, that if they cannot, sitting here right now, tell us what they intend to do, after being advised about the problems with this program, then I think that we have a very serious problem. I think that USDA ought to be able to come up with solutions to these problems.

It is true, the State does have responsibilities for administering the program. But the Federal Government cannot walk away when children are not being fed nutritious meals, when we find wide-scale waste of Federal dollars.

Mr. BUCHANAN. I will ask Mr. Damgard to respond to the task force suggestion of the gentlewoman.

Mr. Damgard. I spoke last night to my superior, Assistant Secretary Feltner. The response was that this would be taken into consideration. I personally think that it is a very good idea.

Mr. Buchanan. I certainly would endorse the idea.

Mr. Damgard. I think that the task force itself is essentially operating up there right now with our office of audit, and our office of investigation, both deeply involved in the situation in New York, and with whatever personnel the regional office has been able to provide.

When I said "we rejected," I said "we" in conjunction with the State of New York rejected some 5,000 sites only because we were fortunate to put 43 monitors on the job, because New York was not getting the job done.

The task force makes a lot of sense.

Mr. Buchanan. I know that my time has passed, but I want to make this one observation.

In the first place, I would concur with our colleague from New York. You must have responsibility. You must assume responsibility in this area. I must say, that where we are dealing with a federally financed program, meeting a need that Congress has mandated be met to the extent possible on a nationwide basis, I don't think that you can escape very heavy responsibility, and must do everything in your power to correct this.

I just think that it is mandatory, and I don't think that it will ever adequately work unless you fulfill your part of that responsibility.

The second thing that I would like to observe, Madam Chairperson, the thing that disturbs me most, at this point in American history, is the number of people who have found a variety of ways to rip off the Federal Government against their country and themselves. It is a deeply disturbing fact of life in our country at this point, and it reaches up to the very high business and professional people as well as some of the persons described this morning by our colleague.

I hope that we, as a nation, will reform ourselves before it is too late in that regard.

Mrs. Chisholm. Thank you, Mr. Buchanan.

Ms. Holtzman, I might raise another point here. I noted that you and Congressman Richmond have slightly different approaches in terms of the program. You feel that the public schools would be the best places and Mr. Richmond continues to feel that community agencies and community groups might be the best place, so long as we weed out the abuses.

The question that I want to ask is this: "Do you really believe that if we did use the public schools, once we got through the administrative redtape, that many of the problems that are now apparent in this program would be eliminated because you would more or less centralize it under stricter control?"

You would have the premises for the children to eat their lunch. You would have people who have already been trained in terms of the regular school lunch program during the year. You would also eliminate, once you have this kind of control, this question of vendor kickbacks which we really need to go into, but we don't have the time to go into this morning.

Do you think that once we did this kind of thing, many of the problems that we are now faced with, will be eliminated. I would like to hear your views, and then I would like to hear the views from the Department.

Ms. **Holtzman**. I would basically feel that many of the problems—certainly not every problem, but many of the problems—would be minimized, and the incentive for the fraud would no longer be there in quite the way that it is now.

The only reason that I am hesitating about this is that it is too late this summer to turn the program in New York City over to the public schools, which I regret, because if there were time, this is something which I would like to see done.

It seems to me, as I point out in my testimony, you have a program in which people are paid on the number of meals served. The quality of the meals does not enter into it. The vendor only gets paid on the number of meals that he delivers, whether the kids eat them or not. He has no interest in quality or economy.

The sponsor has an interest in expanding the program, whether or not he can properly manage it. The profit is based solely on the size and not the quality of the program. If you take public institutions administering the program, then they have some interest in seeing that the children eat the meals. They have some interest in seeing that the meals are actually properly nutritious. They have an interest in correcting the number of meals ordered and delivered, because they are not going to get any money from having to throw out vast quantities of milk or sandwiches, and so forth.

That is why I think—and you also have mentioned this—trained personnel are needed. I am not saying that there may not be room in such a program for community sponsors who have demonstrated the experience and ability to administer such a program.

I would say that primarily the responsibility ought to be placed, if we can, in the public schools, to run such a program. We would eliminate many, many of the problems that we have found here.

I believe the Department of Agriculture could probably tell you the experience in other cities and other States where the schools have been used. They could document that many of the problems that I pointed out today do not exist where the public schools are operating the programs.

Mr. **Damgard**. Yes, you would probably like to hear from Mr. Warren who has just come from New York, and is most familiar with the situation in New York.

Mr. **Warren**. I would like to point out that over the last 2 years we have tried very hard to get the city school system involved in the program. We have been to the Governor's office, to the city, and also to the school board. We have unfortunately been unsuccessful up to now.

I am very definitely in agreement with the Congresswoman that the school system is by far the best system for New York City. I think that it provides some side benefits, too, because now we have a lot of the vendors who are located outside of the city of New York, and the State of New York.

By getting the program involved in the school system, the employment in the city would be increased, and it would not be out of the State as it is now, where some of these vendors are hiring a great number of people to prepare these lunches.

I think also in a school environment, you isolate the children in an area and in a situation where they can sit down and have a good lunch, prepared by trained people, and I think at a lower cost and greatly eliminate the matter of consumption and the waste of food.

So I am very definitely in agreement that the school system involvement is very much needed in New York particularly.

Mr. DAMGARD. Mr. Boling, do you want to say anything further on that point?

Mr. BOLING. In our discussion of schools, I don't think we should forget another very excellent arrangement. In many communities, Memphis, Tenn., for example, the school acts as a vendor to the parks and recreation department, and these programs are conducted for children in the parks and recreation programs. The meals are provided to them from the school kitchens. This is also a very excellent arrangement.

Mr. DAMGARD. I have nothing further to say, except to agree with Mrs. Holtzman that there is an awful lot more profit in this as far as attracting so many sponsors and vendors.

It is also curious to me that all of these come in at 80.75 cents. In my judgment, it is unfortunate that it is mandated in the law that the ceiling be 80.75 cents because everyone is going to bid at the maximum. People who know much more about it than I do, said that the lunches have a value of 20 cents less than that delivered.

This is one of the reasons that we have a proliferation of vendors and sponsors.

Ms. HOLTZMAN. This is an area in which the Department of Agriculture could, through its regulations, have dealt with the problem. There are no standards prescribed for the competitive bidding process.

I am advised that in New York, for example, all somebody has to do is advertise in the local paper, which does not need to have a circulation of any scale. There may be no opportunity to give more than one bid.

I think that the competitive bidding process itself must be thoroughly reconsidered. I think the suggestion that Mr. Boling made of having a public institution do the vending, may be one solution. If you are going to have a competitive bidding situation, then there ought to be regulations to insure that, in fact, you do have wide-scale publicity of the bids, and you, in fact, get competitive bids, which I don't believe is the case now.

It is very interesting that nearly all of the bids have come in at the maximum amount.

Mrs. CHISHOLM. Mr. Hall.

Mr. HALL. Other than to thank my colleagues for bringing this to light, and I too think that the task force approach does have merit, and we can get on with it.

I have nothing else.

Mrs. CHISHOLM. Any further question, Mr. Buchanan?

Mr. BUCHANAN. No; thank you.

Mrs. CHISHOLM. We thank all of you for appearing here this morning.

Now we will hear from our last witness, Mr. Jay Harrison, who will be substituting for Mr. Robert Ivry, coordinator of youth services, Mayor's Office of Manpower Resources, City of Baltimore.

Mr. Harrison, I would appreciate it if you would give us a summary of your testimony, and then, in light of what has happened just before, respond to some of the criticisms and suggestions. I think that we will do much better that way.

Mr. HARRISON. That was exactly my intention, Madam Chairperson.

Mrs. CHISHOLM. The full statement will be made part of the record, without objection.

[Prepared statement of Robert Ivry follows:]

PREPARED STATEMENT OF ROBERT IVRY, COORDINATOR OF YOUTH SERVICES, MAYOR'S OFFICE OF MANPOWER RESOURCES, BALTIMORE, MD.

Mr. Chairman, members of the House Subcommittee on Elementary, Secondary & Vocational Education, I am Robert Ivry from Baltimore, Maryland. I am here today to testify before you about the Baltimore Summer Lunch Program, funded by the U.S. Department of Agriculture through the Maryland State Department of Education, and administered locally in Baltimore through the Mayor's Office of Manpower Resources. In particular, I would like to focus on the impact the current federal regulations have on the administration of this important program in a large urban community.

By way of introduction, I would like to summarize the growth and accomplishments of our effort in Baltimore. The Mayor's Office of Manpower Resources has administered the Summer Lunch Program since 1972. From that time to the present, the program has grown significantly from 150 lunchsites and 22,000 daily lunches to a 1976 total of 260 lunchsites and 32,000 daily lunches. The increase in the number of sites is a direct reflection of heightened participation on the part of community organizations. Four sub-sponsoring agencies assist us in the planning and administration of the program by identifying lunchsites, developing a balanced and attractive menu, and generating and sustaining community support.

This year, the U.S. Department of Agriculture modified existing regulations for the Special Summer Food Service Program. These revised regulations go a long way toward improving the administrative efficiency of the program, and the area of lunchsite eligibility is a good example.

In past years, lunchsites qualified for participation in the program if they were located in a defined geographic area inhabited by at least 50% working mothers. Due to the limited data available, it became difficult to document lunchsite eligibility. This year, Regulation 225.4 (7) states that "lunchsites are eligible if food service serves an area in which poor economic conditions exst, or, if applicable, documents that at least one-third of the children enrolled in each session of its operation are eligible for free or reduced meals." As a result of this change, the entire City of Baltimore became eligible for participation since one-third of the students in each Regional Planning District qualified for free or reduced meals.

The revised regulations have also greatly improved the system of cash flow. In past years, the cash flow was strictly on a reimbursement basis. Sponsors had to advance money and be reimbursed on the basis of a complicated three-option formula. This year's provisions allow sponsors to apply for start-up funds and advance payments for each month of operation, providing a base for a properly planned and administered program. In addition, the simpler method adopted for calculating reimbursement by either number of lunches served or total operating costs eliminated the cumbersome calculations for non-reimbursable services that hampered site supervisors in preceding years.

While these examples indicate that administrative efficiency has improved under the revised regulations, the City of Baltimore still finds that certain portions of the regulations remain overly restrictive.

Again, allow me to give examples.

This year the maximum eligible age was reduced from 21 to 18. This unnecessary change, particularly in times of chronic youth unemployment rates, excluded thousands of youth who received lunches in prior years. We strongly urge that the maximum age be raised back up to 21.

Some financial regulations have also placed constraints on the program administrator. According to Regulation 225.9(d) "Each service institution whose total Claims for Reimbursement under any Program agreement will exceed

$30,000 shall be responsible for providing that an audit be conducted of its Program Claims and the supporting documentations of those Claims by an independent Certified Public Accountant or State licensed Public Accountant. The Claims for reimbursement for the last month of operation under the agreement will not be eligible until the audit has been completed and the results have been reviewed by the State agency." The resulting delay inherent in this regulation will create a serious cash flow problem for sponsors. One possible alternative would be a provision that allows partial payment of the last reimbursement at an earlier date prior to the completion of the audit.

A third area of concern relates to the Food Service Management Company. According to Regulation 225.11(a) "Any service institution whose total reimbursement under a Program agreement will exceed $10,000 shall use a competitive bid procedure in the selection of a food service management company. Any public service institution shall follow applicable State or local laws governing bid procedures." The only public agencies excluded from the competitive bid process are local public schools. According to Regulation 225.4(d) "The State agency shall work closely with the service institution in developing its food service to assure that school food service facilities are utilized as fully as feasible in the preparation, service, and delivery of meals served as part of the Program." This unnecessary restriction prohibits public agencies, other than the local public school system from being exempt from the competitive bid process. Thus, the Community College of Baltimore, a City agency, that has a nationally recognized and certified program in Food Administration and was capable of preparing and delivering 32,000 lunches per day, was subject to the same competitive bid process as private vendors. There is a definite lack of consistency in exempting public school systems from the bid process, but not other public agencies particularly public community colleges. If this restriction was eliminated, sponsors could negotiate with public agencies for the most attractive menu possible at the maximum reimbursement rate. Additionally, public agencies, like Community College of Baltimore, would have an opportunity to use the program to provide further academic training for students enrolled in their Food Administration program. We strongly encourage broadening the definition of public schools to include such institutions as community colleges that have adequate food service capabilities.

The fourth and perhaps most critical area of concern to the lunch program administrator is the role of the State agency. We are particularly disturbed with Regulation 225.4(8)(b), which provides the authority for the State Department of Education to approve lunchsites. This provision permits the State agency to impose additional constraints not specified in the Federal regulations. In past years, this allowance for additional regulatory authority on the part of the Department has not been in keeping with the original intent of the federal program: to feed hungry children. Let me cite two examples of Federal regulations that in the past have been piggybacked by additional State restrictions.

Regulation 225.4(a)(3) states that "Lunchsites must provide a regularly scheduled organized activity or food service for the children attending the site." In past years, the State has further restricted site eligibility to only those organizations that conduct an ongoing organized, educational, recreational or cultural activity. Organizations that provide only a food service and not such an organized activity are eligible under the Federal regulations, but ineligible under State regulations.

We agree in principle with this additional State requirement since it has become an incentive for community organizations to develop beneficial activities in order to qualify for free lunches. However, there are legitimate situations in which lunchsites simply do not have the staff, space or resources to meet the State imposed regulations, and to deprive these sites from participation seems arbitrary.

Another example of dual regulation is Regulation 225.7(3)(c). This Regulation states that "the quantities of food specified in paragraphs (b)(1) and (2) of this section are approximate amounts of food to serve 10 to 12 year old boys and girls. Greater or lesser amounts of the food may be served if participating children are older or younger." The State has imposed an additional restriction that meals in excess of 10% of the children in attendance will not be served as seconds. In the past, we have made it a practice to order lunches for the number of children in attendance. On a given date, if a site had an unexpected number of absences they would have excess lunches for that day. The site had 48 hours to supply corrected attendance records to reduce excess lunches to below 10%. As an alternative to establishing an arbitrary limit of 10% excess lunches, it is our opinion that older children capable of eating a second lunch should be permitted to do so. This would be more consistent with the intent of the Federal regulations. It is highly presumptuous to assume that children of such a wide age range would consume the same amount of food.

If new legislation or regulations are adopted, we strongly recommend adding a provision prohibiting the State from adding further restrictions to the Federal regulations.

In conclusion, the revised regulations have come a long way toward improving the administrative efficiency of the program. I am confident that attempts will continue to be made to further refine its administration and management. The elimination of the unnecessary and unworkable regulations I have cited, would represent a heightened sensitivity to the spirit and preeminent purpose of this program: to feed hungry children.

STATEMENT OF ROBERT IVRY, COORDINATOR OF YOUTH SERVICES, MAYOR'S OFFICE OF MANPOWER RESOURCES, BALTIMORE, MD.; PRESENTED BY JAY HARRISON

Mr. HARRISON. Madam Chairperson, and members of the House Subcommittee on Elementary, Secondary, and Vocational Education: My name is Jay Harrison. We are from the city of Baltimore, a working city.

I apologize for the fact that Mr. Ivry is unable to be here, but a birth in the family is a joyous occasion for a first time father.

We are here to testify about the Baltimore summer lunch program, funded by the Department of Agriculture through the Maryland State Department of Education, and administered in the Mayor's Office of Manpower Resources.

My focus will be on the impact of the regulations on the summer lunch program in a larger urban community like Baltimore.

I must say before going any further that the Baltimore experience with the summer lunch program, unlike New York City's, has been one of tremendous success and I will try to get a little more into that in a few minutes.

By way of introduction, this particular chart indicates the growth of the Baltimore summer lunch program since 1972, and you can note that in 1972 the number of lunches served is 25,000, and the number of lunch sites is 150.

This year, 1976, we are looking at 32,000 total lunches served, and 260 local lunch sites. That increase in lunch sites is directly correlated to the increased participation on the part of community participation, on the part of community organizations in the city of Baltimore.

This year, as everyone knows, we are operating for the first time under revised regulations. Summer lunch program administrators around the country, as far as Baltimore is concerned; they represent some positive steps forward in program administration and management.

Two areas in particular that were of concern to Baltimore were:

(1) We feel that the revised regulations have unquestionably expanded the eligibility criteria to increase lunch site participation. The revised regulations state that geographic areas are eligible to participate if one-third of the students qualify for reduced or free lunch

during the school year. In Baltimore, this means that the entire city could be eligible.

(2) The second revised regulation that we feel very positive about is the fact that the revised regulations generate startup funds and advance payments to provide a financial base for program planning and administration.

While we are pleased with these constructive changes, the Baltimore experience also indicates that some regulations remain overly restrictive. Therefore, we have developed some proposed revisions which we feel would further refine lunch program administration and management.

Our first proposed revision would be to raise the maximum age of eligible use back to age 21. It is currently 18, and we feel that the impact of unemployment, the high impact of unemployment on the 19-, 20-, and 21-year-olds makes this a very difficult regulation to live with.

Second, allow at least partial payment of final reimbursement prior to the completion of the audit. It would reduce the financial bind that school lunch program administrators or some lunch program administrators must face, since it would allow them to pay their bills.

Third, broaden the definition of public schools to include community colleges, thereby exempting them from the competitive bid process. The best example is in Baltimore. We have the community college of Baltimore and the nationally recognized food service component is part of their program. Yet, they are exempted from the competitive bid process.

Fourth, prohibit the piggybacking of State regulations on top of Federal guidelines, and please don't misunderstand this proposal. Baltimore City has a very fine working relationship with the Maryland State Department of Education. The issue here is consistency. Therefore, when Federal regulations call lunch sites to have a regularly scheduled, organized activity, as was done as the regulation currently reads, or food service, there is no need for the State to further restrict eligibility to sites which operate cultural or educational activities. This is no longer the case, but it was in the past.

Likewise, the Federal regulation permit children over 12 to receive greater quantities of food. The State need not establish an arbitrary 10-percent excess limit.

In closing—I said I would be brief—I must repeat that Baltimore City finds the revised regulations are commendable to the degree to which they have increased program administration and management.

We remain confident that continuing attempts will be made to refine and improve these regulations. The elimination or revision of the regulations I have cited today would represent a heightened sensitivity to the spirit and the preeminent purpose of the lunch program, which is to feed hungry children.

Madam Chairperson and members of the committee, this concludes my remarks. I thank you for giving us the opportunity to be here today.

However, since the issue of accountability has been raised so prominently, I will ask for permission to have Ms. Carol Mercogliano address that subject from the Baltimore perspective.

STATEMENT OF CAROL MERCOGLIANO, ADMINISTRATOR, SUMMER FOOD SERVICE PROGRAM, BALTIMORE, MD.

Ms. MERCOGLIANO. Madam Chairperson, I appreciate the committee's concern with accountability and controls. Let me say that in Baltimore, from the time of organization, supplying of lunch sites, and the actual feeding stage, numerous systems of accountability are in place and at work.

First of all, all sites are inspected by the sponsor and the health department prior to application approval. All applications are sent to the Maryland State Department of Education for final approval.

Training workshops are conducted for all administrative staff as well as all site supervisors.

Every day lunch tallies are taken to insure that excesses or shortages of lunches are adjusted immediately. This information also is given to the food service vendor on a daily basis.

Communication with each and every lunch site occurs each and every day. All site supervisors must complete accountability forms on a weekly basis. These forms include attendance forms, number of meals ordered, number of meals served, and number of meals transferred. They also must send in delivery tickets.

We have a ratio of 1 monitor to every 25 sites. Each site is visited at least once a wek. The Maryland State Department of Education has two monitors, and they visit the sites, three to five sites daily.

A hotline directly to the food vendors makes it possible to discuss any and all problems, or discrepancies in all phases of the vendors' responsibilities at the site level. Also I must point out that in Baltimore, a competitive bid process, the accepted bid was 0.73 cents, while the maximum allowance is 0.8075 cents.

Chairman PERKINS. Mr. Buchanan.

Mr. BUCHANAN. I must say that your statement would have looked good in any context.

Mr. HARRISON. We wanted to provide some balance.

Mr. BUCHANAN. It is a very commendable balance, I would say. I congratulate the city of Baltimore for what appears to be a very excellent program.

May I ask, is the city government taking an active interest in this program? I know that under the law, there is State responsibility. But you seem very thoroughly familiar with everything that is going on. Has the city been involved?

Mr. HARRISON. Very much so. The program is administered locally by the mayor's office of manpower resources.

Again, we want to compliment the Maryland State Department of Education for the fine working relationship we have with them. Unquestionably, we could not operate the kind of program we do without their assistance.

Mr. BUCHANAN. But you do actively administer the program. You mention a whole series of things that are required, and practices which would seem to be good adminstration, and the city of Baltimore does assume that responsibility. Is that correct?

Ms. MERCOGLIANO. Yes; we are the sponsors of the lunch program. We also have four subsponsors. We divide our sites into four subsponsors, and they assume certain responsibilities also. They are responsible to us, and in turn we are responsible to the State.

Mr. BUCHANAN. Did Mr. Ivry have a boy or a girl, or do you know as yet?

Mr. HARRISON. Elizabeth J. Ivry.

Mr. BUCHANAN. Please give them our sincere congratulations, the Ivry family.

Madam Chairperson, it would appear to me that this might serve as a model, to some extent, to be followed. I don't know how many places in the country where this would be the case. But this certainly sounds like an excellent package. I would like to commend you for it.

Mrs. CHISHOLM. Thank you very much, Mr. Buchanan.

I feel somewhat in a semibeleaguered position since I come from New York, and what we have had brought to our attention pertaining to the New York lunch program.

Is the Baltimore school system involved in any way in this program?

Ms. MERCOGLIANO. We use public schools as sites. Some of our sites are located in public schools, and that is the only participation. This is under the bureau of recreation, and the bureau of recreation locates sites in the schools.

Mrs. CHISHOLM. It would seem to me that you have followed the stipulation and the criteria as laid down by the Department of Agriculture to a "T," on the basis of what you have said.

Ms. MERCOGLIANO. Yes.

Mrs. CHISHOLM. Would you say that any lunch program throughout this country that has a commitment to making sure that the funds rebound to the benefit of the children for whom such funds are intended, if that commitment is really there and they follow the guidelines as presently stipulated, there should be no difficulty.

Ms. MERCOGLIANO. Exactly.

Mrs. CHISHOLM. How do you feel about the discussion on the part of others who testified here this morning that, perhaps, the public schools should take over the program. I am interested in your reaction.

Ms. MERCOGLIANO. I feel that if the program is administered properly, no matter where a lunch site is located, it should not cause any problems in serving lunches, the problems that were mentioned, such as the wasting of food.

If you select a lunch site that has adequate facilities, adequate storage facilities. Some of our lunch sites, which are community organization do not have refrigerators, but the vendors supply containers with ice to stand the milk and juice in. So we feel that if this is done, a site that has no refrigeration, but has adequate feeding space, sit down space, is fine. It does not have to be in a school.

Mrs. CHISHOLM. All right. What you are really saying, we are going to have to do some revision of this program. What you are also saying is that the school site is not necessary, but if the community agencies, the civic groups, the community groups or what have you are involved in the sponsorship of this program, we must assume the responsibility that they meet the criteria with respect to seating space, and the refrigeration facilities before we hand out the contract. Is that what you are saying?

It does not have to be necessarily the public schools.

Ms. MERCOGLIANO. Right.

Mr. **Harrison.** I wanted to add that the system accountability and controls reign supreme.

Mrs. **Chisholm.** Mr. Buchanan, did you want to say something?

Mr. **Buchanan.** You mentioned just a moment ago the avoidance of waste. Do you feel that you have managed to avoid this problem?

Ms. **Mercogliano.** We have a system, as I said. We have communication with our sites. They are told to call in on a daily basis, if their attendance is not the number that they ordered. They increase or decrease on a daily basis, and this can be done.

Therefore, one day there would be an excess, but it would be corrected within 48 hours. So we feel that we are not wasting food.

Mr. **Buchanan.** Have you had any of the problems that were mentioned in the case of New York, and how you have dealt with them?

Ms. **Mercogliano.** We have had some problems with the quality of the food. We meet with the vendors constantly to try to improve any problems that we do have, because we work with them every day. We talk to them constantly. We did have some problems.

Mr. **Buchanan.** Thank you.

Mrs. **Chisholm.** We want to thank you very much for appearing before our committee this morning.

We will be recessing until Saturday, when we will be in Miami, Fla., to take up this question in that part of the country.

Thank you very much. The meeting stands adjourned.

[Whereupon, at 11:05 a.m., the subcommittee adjourned, to reconvene Saturday, July 24, 1976.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

SATURDAY, JULY 24, 1976

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education
of the Committee on Education and Labor,
Hialeah, Fla.

The subcommittee met, pursuant to notice, at 9 a.m., in the Council Chamber, Hialeah City Hall, 501 Palm Avenue, Hialeah, Fla., Hon. Carl D. Perkins (chairman of the subcommittee), presiding.

Members present: Representatives Perkins and Lehman.

Staff present: John F. Jennings, majority counsel; Charles W. Radcliffe, minority counsel; Mrs. Maxine Dargans; and Mrs. Wyman.

Chairman **Perkins**. The subcommittee will come to order.

The Subcommittee on Elementary, Secondary and Vocational Education is continuing today its oversight hearings on all Federal child nutrition programs. It is important for the committee to learn during these hearings of the accomplishments of these programs, but it is more important for us to learn of the problems which are being encountered in operating these programs. Only through the establishment of a hearing record showing us the major problems will we be able to take remedial action to achieve the best possible use of our resources.

The focus of today's hearing is on the summer food service program for children. That program was designed by Congress to provide free meals to needy children who would otherwise be deprived of the nutritious assistance that they received during the school year through the school lunch and breakfast programs.

As recently as last year, Congress expanded this program so that it could better reach all eligible children. The new legislation, Public Law 94–105, expanded eligibility to any sponsor who is providing services to children in areas in which one-third of the children are eligible to receive free and reduced priced meals. It also expanded eligibility to include nonresidential summer camps, provided that they are in an eligible area or one-third of their enrollment is eligible to receive free or reduced price meals. Lastly, the legislation provided guaranteed funding for this program.

Two days ago, in Washington, D.C., we heard very controversial testimony from witnesses from New York City who contended that gross mismanagement existed in the summer feeding program within that city. They asserted that meals were being provided to noneligible adults, that children were walking off with bags loaded with prepackaged meals, and that many sponsors did not keep adequate records to justify their operation of the program.

At the same hearing, we also heard testimony from witnesses from Baltimore who showed that the program in that city was being operated in a very efficient and in a very effective manner. That city's program seems to be virtually free of accusations of fraud or waste.

We are here in Dade County to learn of your problems and of your accomplishments in the summer feeding program. We would like to know whether you have experienced the problems which have been alleged to exist in New York City or whether the operation of your program is more similar to Baltimore's.

We would also like to know what attempts are being made in Dade County and in the surrounding counties to bring more eligible children into the program. As you probably know, in the summer of 1973 the program reached 2 million of the 10 million children who were receiving free and reduced priced meals during the regular school year. In 1976 it seems that the program has grown so that it is now reaching 3.9 million children, but the eligible population has also grown to a level of 11.5 million children. Have you expanded your programs in this area to reach these children?

Last, we would like to know what administrative problems you are encountering on the local, State, and Federal levels. Do you feel that any particular regulations or administrative practices are creating problems for you? If so, what changes would you recommend? And, to state the other side of the issue, what changes have been made recently which have led to an improvement in the program?

We look forward with a great deal of interest to your testimony here today. We are here to learn so that we can improve these programs.

And I do want to state that Congressman Lehman is responsible for the subcommittee being here today. He is on the full Committee on Education and Labor and one of the most productive Members in the Congress in this area, but not only in this area. In all educational programs. He's one of our most outstanding Members in effectiveness insofar as obtaining results in getting legislation enacted into law.

I'm delighted to call this morning as our first panel the witnesses and they are panel No. 1. I think before we have questions I'll call on the entire panel to come around and make your statements this morning.

Mr. George Hockenbery, administrator of food and nutrition management, Florida Department of Education.

Mr. O. L. Searing, director of the school food service, Broward County, Fla.

Mr. Samuel Jackson, area school food coordinator, Dade County School Board.

Mrs. Betty Lou Barbieri, assistant director of the Dade County Community Action Agency.

All of you come around and we'll call on Mr. Hockenbery, the administrator, food and nutrition management, Florida Department of Education, who will be the leadoff witness on this panel, and you can call on the others as you see fit. We're delighted to welcome you here and you can give us your views, what's wrong with the program, how we can improve the program. Proceed, Mr. Hockenbery.

Without objection, all your prepared statements will be inserted in the record at this point.

[Prepared statement of George Hockenbery follows:]

PREPARED STATEMENT OF GEORGE HOCKENBERY

There will be a great deal said concerning problems in the summer feeding program. However, if we confine ourselves to the meeting of the needs of disadvantaged children—the program is a great one.

Your Committee, as well as the Conference Committee, are to be commended for the changes that PL 94-105 made within the Summer Feeding Program. Most noteworthy and advantageous of these changes were:

1. The open-end funding provision.
2. The advance funding provisions.
3. The administrative funding provision.
4. The provision that only one meal can be served and delivered at a time, or one meal served at a time, while storing other meals at a site in refrigeration.

In detail, I should like to discuss each of these changes; the advantages they have produced; and some of the problems they have presented. As we see it, most of the problems can be eliminated next year, with proper planning.

The thing that open-ended funding did most is to reach more children in more sites. For example, in Florida in 1971, we reached 43,195 children in 271 sites, through 27 sponsors. Last year, we reached 73,712 children in 682 sites, through 69 sponsors. This year, we are reaching 140,000 children daily in Florida, in 1,076 sites, through 70 sponsors. Congressman Lehman will be interested to know that in the 13th District alone, we estimate that we are reaching aproximately 8,000 daily in 77 sites. Last year, I doubt that we reached 2,500 children in the 13th Congressional District.

Interesting is how our State performance in the summer feeding compares with our regular school year free and reduced price lunch performance. We are averaging 350,000 free and reduced price lunches per day in regular school sessions in Florida, with approximately 250,000 per day in metropolitan areas. Approximately 60,000 per day during the summer months are reached outside the summer feeding program, in quinmester year round schools in these same metropolitan areas. This would indicate that we're doing at least fair, and are reaching a high percentage of the economically needy children in the metropolitan areas.

In our more rural agricultural North Florida panhandle areas, we have very few summer feeding programs. We are told by community leaders there that the need is not there, since these rural folks grow much of their own food. We are not so sure this is always the case, and we hope that through early out-reach in these areas next year we can reach more economically needy children.

Sponsors in the past were given a maximum level of spending for meals, which resulted not only in no additional outreach, but usually a curtailment of the program before the summer program was scheduled to end. The State on the other hand, due to late reporting of sponsors, invariably had to warn sponsors midsummer that the availability of additional funds was limited. That, in turn, scared some sponsors into program termination, since they had no other available source of funds to pay for meals served.

The advance funding provision has given many positive results. The main one, however, has been that sponsors have been able to command better bids from food service contractors, who had experienced in the past having to wait for months for their money.

In spite of the many problems the U.S. Department of Agriculture in Washington has had this year in dealing with the advance funds situation and the Transitional Quarter, we (the State) have money flowing to all summer sponsors that did not have problems with their appropriations or site eligibility determinations. The money in turn, is flowing to the food service caterers, so that they don't have to eat up their anticipated profit by borrowing money for operating capital, as they did in the past. We had realized a problem just this week with some sponsors who overestimated their participation and have been given more advance funds than their actual participation will earn during that period.

The start up fund provision, when computed, amounted to such a small amount of dollars (10%) that only two sponsors in Florida elected to take advantage of this provision. In my opinion, a sponsor who has demonstrated good faith as a previous sponsor should be allowed more than 10% for start up purposes.

The third improvement PL 94-105 made in support of the Summer Feeding Program was in the area of the administrative funds it provided the State. Most of the pluses these funds will offer the program are yet to be realized. For six years now, just about every problem we have had in the summer feeding program can be traced to poor planning.

We now have the funds to hire the personnel to begin planning for our 1977 Summer Feeding Program this fall, and we intend to do so.

Just as soon as our 1976 program ends, we plan to bring everyone who was involved in summer feeding together to discuss all problems and lay the groundwork for their solution in 1977.

We experimented this year with a statewide cycle menu, except where regular hot school lunches were served. The results were an elimination of many problems from past years, such as poor quality of lunches; sponsor's inability to write good food specifications; poor packaging; and some contractors bidding so low that they couldn't afford to serve quality food, and the kids ended up with less than the required protein, cul's for fresh fruit, sour juice, warm milk, etc. With the State Administrative funds, we'll improve our menus and our specifications next year, and insure that all the kids will receive a safe and good meal.

These funds have also given us the ability to properly monitor these programs, to see that ineligible adults aren't eating as they have in the past; to see that site supervisors are taking proper and honest counts and keeping records; that they are ordering the proper number of meals; and finally to really assist sponsors in better meeting the needs of the children involved.

A problem that probably no one thought of beforehand, was that when non-school board sponsors tried to secure information from schools as to the numbers of free and reduced meals that were being served and in which areas the children reside, the principals were often non-cooperative.

It is the intent of PL 94-105 to provide lunches to children during the summer who received free and reduced price school lunches during the school year. The provision that requires three hours between meal services has eliminated the problem we have had every year. That is, sponsors would serve both a lunch and a supplement, and food was wasted.

Before the next summer feeding program begins in Dade County, the responsible organizations that work with children must get together to plan for an over-all program that meets the needs of the children, and one that reaches all of the children.

The provision of the summer feeding program that has been a real heartache to all of us has been the commodity situation. Our State Commodity Distribution Office in Jacksonville informed us back in April that they had two car loads of raisins that the schools couldn't use. We built our menus around these raisins. Then they added that we could get some shelled roasted peanuts, so we planned for the peanuts. Then we were told that we would get cheese. The sum total of the situation was, however, that sponsors were offered canned chicken, when it was too late to use it. What do you do with canned chicken in a summer lunch program, where the health departments have said—no mayonnaise!

In spite of problems we had here in Florida in getting our programs started—and especially here in Dade County, we have a good program, and we have identified only one place in the State where groups of disadvantaged children aren't receiving meals.

We are planning for 1977 in a way where we can hopefully say to you this next year that every child in Florida that needed good nutrition and couldn't afford it, has been reached.

STATEMENT OF GEORGE HOCKENBERY, ADMINISTRATOR, FOOD AND NUTRITION MANAGEMENT, FLORIDA DEPARTMENT OF EDUCATION

Mr. HOCKENBERY. Thank you.

I would like to thank your committee, Mr. Chairman, Congressman, and of course the conference committee for Public Law 94-105 which brought about the changes in the summer feeding program. And I'd like to mention what I consider the most advantageous of the changes.

First and foremost was the open ended funding provision. In previous years the sponsors were given an amount, a maximum amount, that they could spend. And due to late reporting, very often they weren't able to continue the program through their planned termination date at the end of the summer. Also, it curtailed any outreach effort on their part because the funds weren't available.

The second thing that I'd like to comment on is the advance funding provision which has allowed sponsors to get better bids and the food contractors for example, knowing that the money is going to come in a week or two, are able to give lower prices. And of course the program in total is assisted.

When we first started here in Florida, the first year I think—no the second year—it was 1971, we only reached about 43,000 children in the summer program. Last year we were reaching around 74,000 and this year we're up to close to 140,000 or 150,000. So it really has expanded.

Congressman, I think I'm going to defer to Mr. Searing here to talk about the Broward County program and then to Ms. Barbieri to talk about typically one of the Dade County programs so that you can get a better fix on the local program here.

Mr. Searing?

[Prepared statement of O. L. Searing follows:]

PREPARED STATEMENT OF O. L. SEARING, DIRECTOR, SCHOOL FOOD SERVICE DEPARTMENT, SCHOOL BOARD OF BROWARD COUNTY, FLA.

INTRODUCTION

Mr. Chairman, members of the Sub-Committee, my name is Lee Searing. I am Director of School Food Service for the School Board of Broward County, Florida where we have 150 schools serving 85,000 meals daily during the regular school year.

It is always a privilege to appear before you to discuss the values and needs of the nutrition programs with which we work.

I know that I speak for my colleagues across the country, Mr. Chairman, when I say that we are most grateful for the tremendous leadership which you personally and your committee have given to Child Nutrition Programs. We are most confident that in the time ahead this fine leadership will continue in the best interest of boys and girls.

THE SUMMER FOOD SERVICE PROGRAM FOR CHILDREN IN BROWARD COUNTY

The Summer Food Service Program for Children is a new program, and it is our first experience in Broward County this year. However, with about six weeks of experience we can readily see the difference that food makes in the lives of boys and girls. We are now serving about 17,000 lunches a day at 77 sites.

The School Board's participation in the Summer Program was the result of a group of representatives from agencies and organizations which met in early spring to pull together broad community participation in an effort to coordinate planning for employment, nutrition, and recreation services for children and youth this summer. The groups involved were the Broward Manpower Council, The School Board of Broward County, Florida, Broward County Government, the Department of Education, the Economic Opportunity Coordinating Group, and the Community Service Council.

As a result, it was the unanimous recommendation of this Committee on Summer Opportunities for Children and Youth, April, 1976, that: (1) The Economic Opportunity Coordinating Group should be the sponsor for the State Department of Education Nutrition Program, and (2) that the School Board of Broward County, Florida should be the vendor to provide the food.

PLANNING AND DEVELOPING THE PROGRAM

Initiating, developing and implementing a large summer program is not an easy task. All agencies involved must work closely with the State Department and the sponsor to plan and bring into being all of the logistical detail necessary for a successful operation.

Do's and Don'ts, reimbursement rates, salaries, etc., must be known and agreed upon before the program starts. An orientation program for site monitors and site supervisors is essential to be sure that everybody knows the rules and the role each person is going to play, their responsibilities and relationship to other personnel. At the same time, if schools are going to be used the principal must be involved as early as possible. All of this should be done early in the spring.

FEDERAL REGULATIONS

It would appear that the present program regulations are adequate guidelines within which to work and that we can live with them. We perhaps need more experience. It is important, however, that adequate, qualified monitors and site supervisors be employed to insure proper administration of the program and to prevent any program abuse. This is where school food service managers who know food service and program regulations have the "where with all" to insure a good program.

BENEFITS OF THE PROGRAM

There are so many benefits to this program. Certainly it should be continued. It is well known that if children are not being provided nutritionally adequate meals and supplements in an organized summer program that they would either skip lunch, eat a partial lunch, or consume far too many empty calorie "junk" food in lieu of the nutrients they so desperately need for normal growth and development.

Interestingly enough, the nutritional needs of the child do not change with the advent of summer so we can not afford to suddenly shirk our nutritional responsibility to kids when school is out.

The Summer Food Service Program for Children meets the needs of working parents much in the same manner as the Day Care Program which insures proper supervision and nutrition while parents are working and provides an opportunity to introduce the concept of "universality" by providing free meals for all the school age population who qualify. Eligibility criteria need to be clearly spelled out so that there can be no problem later with the method of eligibility determination. For example, in Broward County we serve 54% of our lunches free and at a reduced-price during the school year. Then during the Summer Program why not serve all children without cost?

RECOMMENDATIONS

It is my firm conviction that the school boards across the country should provide their trained personnel, expertise and facilities to make the program available to as many children as possible. In so far as practicable, school facilities should be used to provide the same fine variety of hot Type "A" lunches on-site as during the regular school year. In fact, next year in Broward County we are going to take a list of schools in the county to the recreation people and suggest that they hold their recreation programs on the school site in order that the child may be fed in the school just as he is during the school year. The efficiencies developed during the regular school year can be continued during the summer to keep costs at a minimum while maximizing the quantity and quality of food.

The school on-site food preparation and service immediately eliminates many of the inherent problems and costs of satelliting and provide the kind of food service with which the child is already familiar. After all who knows better about feeding children than the school food service managers who feed them 180 days during the school year. Realistically, all of the summer food service cannot be on school sites since many are out away from any school. If a school is within walking distance the on-site feeding is much superior and should be used. If not, school boards would still be in a position to do considerable satelliting. We found a significant decrease in the amount of food waste when hot meals are prepared and served on-site as compared to transported box lunches. In addition, research shows that there is a significant nutrient loss when meals are transported.

All things being equal, schools can do the job more economically since they do not need to make a profit. More food will go on the plate and the child will be better served because the school only needs to break even financially. However, if adequate funds are not available to finance the program as it should be, commercial companies will develop food factory pre-plated, frozen, small TV meals at a very minimum price to allow for the logistical costs of getting the meal to the child and a profit. Such will drive the schools out of the Summer Program, which in turn will not be in the best interests of the child nutritionally. The higher these costs the less money there is for food.

Let's not lower our standards and go back to the old "cold bag" or Type "B" lunch. We have made far too much progress in the last thirty years for boys and girls to regress now. Children have the same nutritional needs in the summer as any other time of the year. Let's not short-change them nutritionally just because of the calendar. Schools can do a better job at a lower cost and with more benefits to the child because they are already in the business of kids full time. In fact, schools exist because of kids.

STATEMENT OF O. L. SEARING, DIRECTOR, SCHOOL FOOD SERVICE, BROWARD COUNTY, FLA.

Mr. SEARING. Mr. Chairman, members of the subcommittee, it's always a real privilege to appear before you and discuss our child feeding programs, and I personally want to thank you for your tremendous leadership in these child nutrition programs.

The summer food service program for children is a new program to us in Broward County. Last year we were serving about 2,000 a day in a very small program under title 1, this kind of thing, and so this is our first attempt. We're serving now about 17,000 a day. I think it's a tremendous program and I think we more equate with Baltimore than we do with New York City if I may say. I think it gives the children the kind of food they need and it gives a lot of people jobs in the summer that they wouldn't otherwise have. We were employing about 200 school food service personnel and these kids would be out there eating junk foods or they'd skip lunch, or partial lunches or what have you.

Personal visits to the sites have been very, very gratifying. When you tangle with this business of tickets and means tests and roster systems with our regular winter program and you see children coming down the line and getting good nutritious food without all of this logistical mess why it's very gratifying.

As far as recommendations are concerned, I think we need to plan these programs very early in the year so that we're not at the last moment struggling out there trying to get the program underway. I think there needs to be very close coordination with the State Department and with the sponsoring agency. I think there needs to be an orientation program so that everybody who is involved learns exactly what they are to do, what their role is, and what their responsibility is. And I don't think you can do this in a matter of a few weeks or a few days. So my recommendation is that we start very early with this kind of thing in the planning.

I think, second, that it is most important that we have adequate monitors, site monitors, and site supervisors. Of course we take it for granted that a good administration will have good food, but I think some of the things we're reading in the newspapers and hearing about where there are program violations, I think these can be done away with if we have adequate qualified site supervision.

We would like to see the program expanded and I think as time goes on we will.

Another recommendation. I think that it is very important where it is possible, to have the feeding done in the school onsite. Because here we can do a much better job than transporting food out to some park or what have you, a playground out across town someplace because we just continue our regular winter program, our regular school program. We feed kids, about 85,000 a day in Broward County during the regular season and we have 1,000 personnel who can just carry on that same program during the summer if we can get these onsite. And what we plan to do next year is to go to the recreation people and say look, we have schools in these locations. Why not have your people come onsite where the schools are and let's run them down the line and let's give them a good variety of hot lunches and a good type of school lunch that we serve during the regular school year. I think you avert, prevent many, many problems if you can go to the school and if the kids come down the line in the regular fashion rather than having to transport out and so forth.

I would also recommend that school boards take over this responsibility in as many cases as possible because I think school boards can do a better job than can commercial companies or anybody else because that's our business. We're in the school feeding business and as I say, we feed kids 180 days a year. Why not feed them 50 more days during the summer program.

So, we very much appreciate this opportunity. We'd be happy to answer any questions that you have, and again, very nice to see you, Mr. Chairman.

Chairman **Perkins**. Go ahead, Mr. Hockenbery with the panel. That's wonderful testimony.

Mr. **Hockenbery**. Ms. Barbieri is with the Community Action Agency of Dade County.

Chairman **Perkins**. Go ahead.

STATEMENT OF MS. BETTY LOU BARBIERI, ASSISTANT DIRECTOR, DADE COUNTY COMMUNITY ACTION AGENCY

Ms. **Barbieri**. Thank you, George.

I also am pleased to be here and I would like to first perhaps fill you in a bit on the way the Community Action Agency might fit into this picture.

The Dade County Community Action Agency is a deparement of metropolitan Dade County government, so that makes us somewhat different than some of the Community Action Agencies throughout the rest of the United States. We act as one of the many sponsors in Dade County. So I think to get a picture of the totality of the program here, you will be hearing from some of the other sponsors.

I would simply like to address my comments today to a few recommendations I have and because Mr. Searing so well spoke about the need for coordination, I would just simply reiterate that coordination is of extreme importance in a county of the size of Dade. I think you know we're about a million and a half people. I think you know we're 65 miles long. We're a complex community and it's most important that coordination occur and that it not start sometime in May and end sometime in September, but it be a coordinative process year-round in some manner. If this would mean some funding in order to accomplish it, then I would certainly be in favor of the expenditure of those funds.

I would like to comment if I might on the definition of eligibility; 225.2 in definitions, and I believe it's d. defines the eligibility as one-third of the children in that area eligible for free or reduced lunches.

Chairman PERKINS. During the regular school year?

Ms. BARBIERI. Yes.

Now, in the summer this, of course, creates a problem. The confidentiality of records of the school ssytem are not available to other sponsors and they shouldn't be. We do not argue with that. However, in a county such as Dadé, we have 18 designated low-income poverty areas recognized by the Community Service Administration and/or the Community development bloc grant program. It would appear to me that children living in these areas could be designated as eligible without getting involved in the free or reduced lunch during the year. Those records are not available to other sponsors. It also would appear to me it would cut out on a great deal of just plain administrative work.

Another point that I would like to make in terms of the total program is that there be some systematic approach to this coordination that Mr. Searing talked about earlier. The resources are not that greatly available so in an agency such as ours, the Community Action Agency, where each day we're attempting to pull together to mobilize as many resources as possible to be brought to bear on the problems of the poor and the near poor. We're wanting to make certain that as many of those resources get to our people. This is most important to us and it can't happen if there is fragmentation, duplication, and whatever all of those words are.

So I would most appreciate it if this committee would look at that aspect of the act itself, in the administration of the act.

And then my last point, there is no structure in this act for citizen participation. I believe that all of us in this room believe in the consent of the governed and I believe that does extend to the persons, to the people who are recipients of programs. So I would strongly urge that you look into some method of making certain that the persons most affected by this program could be involved in the program. Now, I'm not suggesting that you proliferate and set up another whole series of councils and boards and one thing or another. There are many boards. There is a countywide board in operation in Dade County at the present time. Each of the target areas that I mentioned to you have neighborhood advisory councils, have community development councils of one kind or another. So there are people who are parents of the children who would be recipients of the program that could provide a citizen participation mechanism for this program. And I think that's something that's sadly lacking and needs to be addressed.

Chairman PERKINS. Go ahead, Mr. Hockenbery.

Mr. HOCKENBERY. Yes, sir.

So you've heard somewhat of a description of the Broward County program, which was all one program, versus Ms. Barbieri who represents 1 of 11 sponsors in Dade County who are getting the food from, some of it, from the school board, the school food service program of Dade County and most of it, or at least half of it, is coming from private contractors. And we've had many problems this summer in Dade County in sponsors overlapping. In fact, yesterday when we were out with Congressman Lehman it was evident that within a two-block area there was one park being serviced by one sponsor whose food was brought by one contractor and another park by another sponsor with a different contractor and in between a school with another sponsor having the food brought in that same school both from the Dade County School Food Service and from an outside contractor. We feel that this overlapping surely is inefficient. And in another year we hope that planning will eliminate this, and as Ms. Barbieri said, the county government needs to get into this and do something about it. We can't do anything from Tallahassee and I don't believe you can do anything from Washington. I believe we have enough law. It's just local participation and leadership.

Sam Jackson here represents the Dade County School Board School Food Service and works in an area as the coordinator. Sam?

STATEMENT OF SAMUEL JACKSON, AREA SCHOOL FOOD COORDINATOR, DADE COUNTY SCHOOL BOARD

Mr. JACKSON. Thank you.

Mr. Chairman, members of the committee. I'm pleased to be on this committee to speak to you about our program in the South and about some of the problems that we have had this summer with our summer feeding program.

The south area operates a food service program serving over 6,000 meals per day this summer in 19 schools. In addition to our regular type A lunch program, our breakfast program, we are feeding the STEP program, community school program, and the park program. Ms. Barbieri told me that this program is called the summer feeding program, but the managers and coordinators of the area, we have been calling this program the park and recreation program. It's basically the same thing.

To give you a numerical breakdown of the number of additional lunches that we're feeding besides our regular type program, the STEP program we're feeding about 36 kids; the community schools we're feeding about 350; and our park and recreation program we're feeding over 6,000. And for the south area we have the largest number of kids in the park and recreation program.

Basically these programs are operating smoothly but there is a concern about the park program. This is our first time serving the parks since 1971. This summer we are catering.

Let me give you the components of the park lunch. We have a sandwich, we have a cookie, fruit, and milk. Breakfast includes cereal, juice, and milk. These meals are prepared in the school kitchen in the morning, stored at proper temperature until pickups are made which is about 10 a.m. in the morning.

There exists poor food handling and transporting of food which causes unsanitary and unsafe delivery of food. However, this happens after the food leaves the kitchen and is out of our control.

But we do recommend that the site managers be trained for food handling and the CAA should utilize their professional food service personnel to do so.

As of this date no one from the community action program, the State department of education, or the USDA has visited any of the sites. But we urge that they do so so that we would have the opportunity to go with them and see some of the problems that have faced us. We are in those production centers daily. We see those meals produced. We see those meals picked up and I'm sure that some of their findings would be the same as ours. We constantly have to deal with changes in numbers to be fed, change in pickup sites and so forth.

We recommend that the sites determine the number of lunches to be needed and those site managers should notify the food service manager before 8 a.m. that morning because we constantly have had problems with late notification for the amount of lunches that we are preparing. Because in some schools we were preparing as many as 800 lunches and 500 breakfasts so you know that is a lot of meals to prepare for one morning for that afternoon.

We feel that the hardship placed on the food service department in getting food and staff and short notice is uncalled for and expensive. We feel that it would be very difficult, if not impossible, to secure a staff under similar circumstances should such a program be requested next year. We feel the way the food is handled as it leaves our facilities can be very damaging to the professional reputation of all of us who are part of this program even though every effort is being made to maintain good safe and sanitary production. Such unsafe handling and transporting is very dangerous and subject to produce——

Mr. JACKSON. Finally, we would like to suggest that in order to control the accountability and to assure safe food handling that next year the park sites be in close proximity to schools that are open during the summer, making it convenient for the kids to eat a meal prepared in the cafeteria. Also he will receive a type A lunch with variety. This is a safe wholesome meal.

Thank you.

Chairman PERKINS. Let me congratulate the entire panel, but we all have questions.

First I want to address a question to Mr. Hockenbery. Mr. Hockenbery, as the State director, you're well acquainted with this word eligibility in making that determination; do you feel that you have the freedom under the present law to make that determination as to the applicants who are eligible for the summer feeding program?

Mr. HOCKENBERY. You're speaking of the sponsors, right?

Chairman PERKINS. Yes, insofar as the sponsors are concerned.

Mr. HOCKENBERY. Well, it's our responsibility to make that determination. However, in this area of overlapping of sites, or sponsor's areas overlapping, I don't really think from the State government in Tallahassee that we can prevent that. I think it has to come from—we could offer some leadership—but I think the final decisions as to who serves the children in Dade County have to be made by Dade County people.

Chairman PERKINS. Who would you suggest make that decision, the local boards, the city governments, or who?

Mr. HOCKENBERY. Well, I think they would come together as they did in Broward County. All of the people interested in the children's welfare, the activity programs for children, the work programs for children, bring all these people together within the county commission or the county planning council, and let them decide who best should sponsor the program and who best should provide the meals.

Mr. Jackson is just referring to the fact that he is producing the summer meals through the school board food service program, and Ms. Barbieri represents a sponsor. But she's delivering the meals and that's always a problem when he produces and I deliver. If I'm late I blame them. If they're late they blame me. And you know, it's difficult to fix the blame when food is late when it's prepared. And if I'm responsible for both the production of the lunches and the delivery, I'm not going to let them sit somewhere where they'll get warm. If I'm only responsible for the production of the lunches, I may let them sit out there and the poor fellow that's got to deliver them, he picks them up warm. It's not really perhaps his fault that he's late and they had to sit there.

Chairman PERKINS. Let me ask you another question then. There's reimbursement for the summer food service programs of 87¼ cents per meal. And for food and labor it amounts to 80 plus cents, and for administration 6½ cents. And for the breakfast program of course, you've got for food and labor, 45 cents and for administration, 3¼ cents. Naturally a lot of people want to get involved insofar as this administration reimbursement is concerned. How do you manage to make a final determination to insure that the best sponsors possible sponsor these summer feeding programs? In other words, how do you manage to keep out unworthy applicants who in your judgment are sponsoring the program just to chisel and don't care for the welfare of the children?

Mr. HOCKENBERY. That's been a problem. In fact it has been a nightmare in Dade County this summer. Mrs. Waskey is going to speak to that subject in particular because she was here full time and worked with all these people.

Chairman PERKINS. Give us your opinion, Mr. Hockenbery?

Mr. HOCKENBERY. In my opinion there should be one or two sponsors within an area such as the Dade County area. One sponsor for the whole metropolitan area and then perhaps another out in the Homestead area, out in some of the agricultural areas where it's entirely different. But there most definitely should be one sponsor.

And I believe not only is it more economical, I believe that all of the various State, local, and Federal programs that are operating to assist these kids will administratively be more efficient.

Chairman PERKINS. Well what we're concerned about is the welfare of the program, the growth of the program in the future, and we want to make sure that we do not get fraud and corruption in the program, as charged by Mrs. Elizabeth Holtzman, a Congresswoman from New York, to the extent that it will stifle the program. We want to see this program continue to grow just like it has been growing in the past. And that's our real purpose for holding this oversight hearing today.

You are telling me then that you are denying sponsorship to some applicants because you feel that—although you've never put it in those words—but you feel the applicants do not have the welfare of the children as their primary motivation?

Mr. HOCKENBERY. Better stated than I did, yes, sir.

Chairman PERKINS. Well then the answer to that question would be that in Dade County for instance, you feel that you should have one sponsor for the leadership and that the planning commissions, the community, the local governments, the city government and Dade County officials get together and come up and suggest that one sponsor?

Mr. HOCKENBERY. Amen.

Chairman PERKINS. From your experience, where has the program been more efficiently operated, from the school sponsors, or outside sponsors?

Mr. HOCKENBERY. I think it has to be either the school board or an agency such as Ms. Barbieri's Community Action Agency which represents the whole county. It would have to be some form of the Dade County government.

Chairman PERKINS. Presently what criteria do you use to choose local sponsors?

Mr. HOCKENBERY. Well, of course, it has to be a nonprofit organization, you know, by law. And that's determined by Internal Revenue Service. But we know from past experiences that a feeding program that also encompasses activity programs or enrichment programs. Yesterday when we went out with Congressman Lehman we saw children that were just sort of milling around doing nothing in one program versus those that were well organized and had good supervision. And you could just feel the difference. You could see the difference, feel the difference. And I think an overall sponsor—it ought to be rare that the only kind of program is just a feeding program. It should be other activities for these kids.

Chairman PERKINS. What other particular activities do you have in mind?

Mr. HOCKENBERY. Well, enrichment. I believe that summer is the time of year for kids that have gotten behind in their regular school work to catch up. This whole community school concept comes into play. I believe athletics or just any kind of organized activity, other than just coming to eat, then going back out to the neighborhood.

Chairman PERKINS. You would suggest that some remedial programs be carried on during the summer?

Mr. HOCKENBERY. Right, correct.

Chairman PERKINS. Let me ask you another question. One of our colleagues from North Carolina, L. H. Fountain, has raised this question. He has written me with regard to his opposition to providing all children in the summer program with free lunches. He would like to limit free meals to the poor who would have to prove their poverty by filling out income forms. Is that suggestion practical in the summer program in your judgment?

Mr. HOCKENBERY. Not unless the program is limited to the schools. There's no way you could do that in a park where kids come and go or where they come one day, one Friday, and then not again until the next Friday. You'd spend more on bookkeeping and accounting than you're going to lose in feeding a few affluent children.

Chairman PERKINS. I just wanted to get that answer. That was my viewpoint too.

Now I have a question that I would like to address to the gentleman from Broward County, Fla., Mr. Searing. You talked about the program being operated by your school board. Is that the local school board?

Mr. SEARING. That is correct.

Chairman PERKINS. And your Broward County School Board is the only sponsor?

Mr. SEARING. That is correct. Well, excuse me. EOCG, economic opportunity coordinating group is the sponsor for the program in Broward County. We provide the food. The School Board of Broward County, Fla., provides the food.

Chairman PERKINS. You provide the food?

Mr. SEARING. Yes, sir.

Chairman PERKINS. In other words, you provide the food through the regular school lunch program?

Mr. SEARING. That is right, that is correct. Regular school food service personnel prepare the food and we satellite it out where we have to and where we don't have to they come onsite and go down the line just as they do in the regular school year.

Chairman PERKINS. And you use your regular school lunchroom for this purpose?

Mr. SEARING. That is correct.

Chairman PERKINS. Mr. Albert Quie, the minority ranking member of the committee and myself feel that we have one of the most competent staffs in the Nation. Those present today include Mrs. Dargons Fleming, Mrs. Wyman, Mr. Jennings, and Mr. Charles Radcliffe, representing the minority. We are here today to see if there isn't some way that we can stop these complaints about these fraudulent sponsors. It is our concern that if these abuses are not stopped, the Appropriations Committee will use this fraud to cut back on appropriations and we will not see the growth that we have seen in the past. Therefore, it is imperative to stop any grafting that's taking place at an early stage.

If you have any suggestions on that comment, please give them to me, Mr. Searing.

Mr. SEARING. Mr. Chairman, I think we'd be far better off as I said before, if we could encourage the school boards to provide this food service for the summer program because they're in the business. We have no ax to grind. We don't want to make money. We want to break even just as we do with our regular school food service program. And so we can put more food on the plate. I think we can do a better job because we don't need money for all the logistical business and we don't need money for profit.

Chairman PERKINS. Now insofar as sponsors are concerned, to insure that we have the best sponsors, what suggestions do you have?

Mr. SEARING. I don't know really. If there were some screening process perhaps at the State level, if there is some screening process that they could go through to determine those that can do the job and those that are just interested in making money.

As far as Broward County is concerned, if you could get a good outfit like EOCG, and they're marvelous to work with, and Mr. Charlie Dodge and that fine group, you don't have any problems. But maybe these are not too plentiful. I think there needs to be some way to screen them out. I think you're safe going with school boards.

Chairman PERKINS. It seems to me that we're back where we were—I'm one of the old Members of Congress. I don't feel like I'm old, I feel like I'm 30, but we recall the GI bill after World War II where any veteran could come out and go to any employer that he wanted to to take the training. He had his own choice. And all the State department of education did was to approve that local sponsor at the time and the veteran would get his checks at the end of the month. Of course the sponsor would fill out the certificate of training. It seems to me that's where we are today.

Do you agree with me on that?

Mr. SEARING. I would agree, yes, sir.

Chairman PERKINS. And I'm of the opinion that your Mr. Hockenbery has done a wonderful job from just what I've observed here. But the point is, how are we going to continue to let this program grow in the future and make sure that we eliminate any part of it from being tainted?

Do you have any further comments?

Mr. SEARING. No; I think, again, going with the school boards, I think that's the best answer that we have. And of course what I mentioned in my testimony, qualified people and adequate people to monitor the sites and to supervise the sites, and then coordinate all of this with administration and with school food service.

Chairman PERKINS. How many sites do you have within Broward County?

Mr. SEARING. We had 77 sites as I recall.

Chairman PERKINS. Seventy-seven sites? What's the population of Broward County?

Mr. SEARING. Broward County is now rapidly approaching a million. It's about 900,000 and some.

Chairman PERKINS. But you had 77 feeding sites?

Mr. SEARING. That's correct. We had 37 schools and the rest, what is that, 40, 40 sites we satellited to.

Chairman PERKINS. Forty satellite sites?

Mr. SEARING. Uh huh.

Chairman PERKINS. How would you get food to those satellite sites?

Mr. SEARING. We had our own little vans and trucks that we used. We satellite some food during the regular season. Very, very small. Most of it is onsite because we believe in onsite preparation.

Chairman PERKINS. That's where we got the best results in this program.

Let me call on the gentleman on my left who has seen this program grow from zero to where it is today, and has been one of the chief Members of the Congress responsible for this tremendous progress. I think everybody in the whole country can be proud of the great accomplishments of Congressman Lehman. Many of our social welfare programs in Congress have been placed on the statutes because of his active participation in all the programs, especially the education and school lunch programs.

Mr. Lehman, I'll yield to you at this time.

Mr. LEHMAN. First I do want to thank Chairman Carl Perkins for arranging these hearings here, especially for coming down in person to be a part of these hearings. Chairman Perkins is a great man to work with. This is a great committee to serve on. Chairman Perkins' committee is probably next to Armed Services in charge of the authorization of more taxpayer's money than any other committee in the Congress. But one of the things I hear over and over from Mr. Perkins when he's talking about legislation that has always made an impression on me, is his concern for those least fortunate in our society. And one of his stock phrases, and I know I hear it a lot but it indicates the quality of the person when he says his concern is for the poorest of the poor. And that to me is the way that we must address ourselves to many of the problems in this country. And this is part and parcel of the kind of program that I believe these kinds of food programs are intended to serve. But unfortunately it doesn't always work that way.

We visited yesterday some locations that some were doing a great job, some were not doing the job that we thought either adequately or fairly. And I think that this committee must take the kind of action that will straighten out these kinds of programs.

One of the things that bothers me—and I'll tell you what bothers me and then you tell me what your reaction is—one of the things that bothers me is probably the fault of this legislation in that my feeling is that the summer lunch programs should be part of a summer activity program for young people, and not be a single service type of program as the legislation now permits. The bill that our legislation, that we wrote, as well as I remember, the legislation that we provided from our committee, required that this lunch program would be part of an ongoing summer program, but the Senate version that we adopted in Congress, I think under Senate McGovern's concern, is that the meals could be provided separate from any other activity.

Well I want to say, and I think it's best to say, from the onsite hearings that we held yesterday, is that it is just as important to see that these children are involved in meaningful activities during the summer months as it is to feed them. And that the two of them must go together to make the kind of a program that not only will keep the kids off the streets and keep them from being hurt or keep them from getting into trouble, but also to see that they get at least one or two nourishing meals during that period of activity.

I would like your reaction as to whether this committee should now go back and see if we should change that provision in the law so that the summer lunch program should be part of such a program as we saw yesterday, the Quinmester program, the summer and the parks programs, the community school programs and even those that we didn't see, such as YMCA, church programs, Boy Scout programs, and so forth, all of which if one-third of the children were qualified, could become part of the school lunch program. We saw kids come in and get their lunch and leave. We saw other places, we saw that lunch was only a part of the whole program.

The other thing that I think that I do agree with you on is some kind of uniformity in relation to the way the delivery system of these lunches and the quality of these lunches. I agree that in a metropolitan area such as Dade County, we should have a sole sponsor and if this sole sponsor in certain areas wanted to delegate, perhaps in a county this big, part of the sponsorship, that would be all right. But somebody has got to assume the responsibility.

As far as the vendors are concerned, if the sole sponsor should also want them to have one of his agencies, such as the school lunch program, be the sole vendor, or he could have other vendors where the school lunch program did not reach into, but I think it would look to me to be better to have a single vendor as much as possible. There is nothing in this legislation that requires a single vendor. There is nothing in this legislation requiring a sole sponsor. But somehow or another the guidelines should encourage or direct this kind of program in this manner so that it will not be, as the chairman says, subject to the ripoff of abuses that can be going on at the present time in various parts of the country. It's a big program. In this State we're spending $51½ million this summer on this food and it should go in the right direction.

One of the best sites we went to yesterday and I was really thrilled at what I saw was going on there, where the lunches were supported by meaningful, artistic, cultural, educational, and recreational activities. And yet, in this same program somehow or another some kids were getting a hot lunch, some kids were getting a sandwich and a carton of milk, and some kids were getting a cookie and a carton of milk.

Some kids were getting two meals, some were getting one. It was such a variety of meals, and the kids side by side were qualified for different kinds of food. And it seems to me that this kind of disuniformity—I don't know whether we can do it with this program or not—some of the lunches were coming from the county, some from the city maybe. I don't know where they were coming from. Snacks were coming from different directions, but something is wrong when you get three kinds of food going to three different groups of kids on the same site. And that's what I want to try to get straightened out.

The only other thing I'd like to say is that we hear a lot of things that the Department of Agriculture—we legislate in the Department of Agriculture, commitments supposedly—but we have this feeling that the Department of Agriculture had these kinds of programs thrust on them against their will. That includes the food stamps, the lunch program, the commodities programs. And you can lead a horse to water but you can't make him drink all the time, and I think sometimes we're trying to lead the Agriculture Department horse to the water and he isn't thirsty enough to do the kind of jobs that we think should be done in relation to these food programs—not motivated enough.

The question is, what can we do? Is the Agriculture Department cooperative and responsive enough, and if not, what can we do to make the Department of Agriculture work better with these kinds of programs.

Can you answer that yes or no?

Mr. SEARING. George works more closely with them than we do locally.

Mr. LEHMAN. I want you to react not only to the Agriculture Department, but to the statement of the single sponsor, to the uniformity of the programs, the fact that you can get food without being involved in the other parts of the summer activities and also the Agriculture Department. Those are the kind of things that bother me. The Agriculture Department, the food without the activity, the lack of uniformity, and the lack of control by having a variety of sponsors. That's a pretty good size package.

Mr. HOCKENBERY. Yeah, that's quite a package.

The Agriculture Department, I can't answer to that. We've gotten together and we've talked about qualifications that their people should have and qualifications that our people should have. And frankly the top leadership in the Department of Agriculture feels that the qualifications should be whatever it takes to do the job. Well you know, that's like saying nothing. I'm qualified to sit here because I'm sitting here. And I think you know I strongly believe there should only be a minimal number of sponsors and I certainly do agree that there ought to be activities. It ought to be a rare instance where the only program is a feeding program. The only possibility I could think of would be maybe in an agricultural area where the kids were actually picking a crop or something.

Mr. LEHMAN. Excuse me. The law lets you do that if you want to with a particular agency or a nonprofit group who could say we want this summer food program and they could set it up in a YMCA, a church or park or a community and say kids, come in at 12 o'clock, get your lunch and then go back on the streets and get in trouble, and there would be no way under this law that you can control that at the present time. Is that right?

Mr. HOCKENBERY. That is true.

Mr. LEHMAN. So the law lends itself to this abuse.

Mr. HOCKENBERY. Evidently that's what the Congresswoman in New York found was this situation. I don't believe we have any in Florida that we're strictly feeding with absolutely no other activities, but I may be wrong.

Mr. LEHMAN. We saw one yesterday that was awful close to it though.

Mr. HOCKENBERY. They did have playgrounds—well, they weren't functioning. The situation where we ran into kids getting one meal and other kids getting another meal is an unusual one, but it certainly was true. And the funding for the meal that was different than the regular child nutrition meals came through title 20. And I think we need to take some leadership here on the State level and work with the title 20, that's the Social Security Amendment, and work with those title 20 people to see that there isn't this kind of duplication. That is a concern, I agree.

Mr. LEHMAN. I hope that can be done because it creates the absolutely wrong undemocratic kind of a situation for kids at a very impressionable age.

Mr. HOCKENBERY. Right.

Chairman PERKINS. What would be your suggestion—if the gentleman from Florida will yield for just a moment—how would we coordinate under title 20 where mothers and fathers work during the day and the children are attending these day care centers, with the summer feeding program? How could we do better coordinating there, Mr. Hockenbery, at the State level that you referred to?

Mr. HOCKENBERY. Right. Since our funding for child feeding programs is open ended, thanks to you gentlemen, I believe all the children should be fed under our program and the title 20 money that's utilized, that they're using to feed some children, should be used for other child related activities. But the problem is that the summer program is just that—a summer program. Whereas this title 20 program goes on all year. And in essence what those kids were getting was a supper, or part of a supper. And in our summer child care feeding program, we can't include suppers. But as you know in the regular lunch program it's lunch, breakfast, period. There isn't anything such as a supper.

And so we're really kind of into a conflict of the National School Lunch Act. I still think that working with the title 20 people, we might be able to resolve that with existing laws rather than try to change the law.

Chairman Perkins. The basic law at present?

Mr. Hockenbery. I really feel if we work with them through this proliferal program, the child care feeding program, the summer feeding program, and the regular school breakfast program, surely there's some way we can resolve or bend the regulations a little bit to get the job done so that everybody is eating the same thing. That is ridiculous.

Mr. Lehman. I think just to pursue that, in one school you can have a community school program that is eating one kind of lunch, you can have a summer park program eating another kind of lunch, you could have a quinmester eating another kind of lunch. And one of these programs they have lunch and dinner. One could have breakfast and lunch. It's a real jumble of the kinds of feeding programs under the different kinds of sponsors and the different kinds of vendors in the same location.

Chairman Perkins. Are you through, Mr. Lehman?

Mr. Lehman. Yes.

Chairman Perkins. Mr. Radcliffe?

Mr. Radcliffe. No; I have no questions.

Chairman Perkins. You have no questions.

With regard to Congressman Lehman's questions on coordination, let me ask each of the panel if you have any further comments on how we can improve this program? Let me also ask if any of you have ever been overruled by the Department of Agriculture when you've turned down an applicant who you felt was unworthy of administering the program?

Mr. Hockenbery, would you start it?

Mr. Hockenbery. OK.

No, the Department of Agriculture has not overruled our decisions on accepting or rejecting sponsors. They have not done that.

I would like to mention one last thing too, or also, and that is that Public Law 94–105, these amendments to the law did allow some State administrative money for the first time. We have been able to do a better job of monitoring, but we mostly feel that we haven't done half the job that we'll be able to do next year because we'll have money now to plan for a program. Every year new people come together at the last minute to put together these summer programs. Because most of the jobs, most of the positions within the sponsorships are part time, every year there is generally a whole new group of people that have to be trained. This administrative money that we're now receiving will allow us to get started on this. In fact, we plan to get started on it when the summer is over; get started on planning our program for next year.

It should be a good program in 1977. I don't believe this committee could come down here next year and have many problems to hear.

Chairman PERKINS. To interrupt just a moment. The final regulations of the Department of Agriculture are required to be published by March 1. Is this sufficient leadtime for the establishment of the summer program?

Mr. HOCKENBERY. No; it isn't. It really isn't.

Chairman PERKINS. Do you feel we should discuss that with the Department and ask them if they can get those regulations available by at least by January or February 1?

Mr. HOCKENBERY. Right. The 1 year when we had them in February we were still late in getting the thing going. I would say January 1.

Chairman PERKINS. The forward funding now has enabled you to plan ahead, and the open end authorization?

Mr. HOCKENBERY. Right. In years past some of these sponsors were 2 and 3 months late in paying their bills to contractors, and probably sometimes more than that. And, of course, the next year then the contractors didn't want, weren't interested in the program. If you have to keep your money tied up 3 months, you're just not interested in that kind of business.

Chairman PERKINS. All right. Pass the microphone to whoever wants to comment.

Mr. SEARING. I would agree 100 percent with Congressman Lehman on having some activity to which you can tie the food program rather than having kids come in off the street, get their lunch, and go back to television or whatever. Any trouble that we've had in Broward County with kids harassing others, and so forth, has come from outsiders just coming in off the street, this kind of thing. And they were older kids. So I think that point is well taken.

Of course, from my testimony I would agree 100 percent on the sole sponsor who might delegate some areas if need be. I think this is very good.

And certainly we should have more uniformity. As a former State director of food service in North Carolina, I know Congressman Fountain, and so forth. I could be critical of the USDA, but in other areas I don't think they always follow what Chairman Perkins and your House Education and Labor Committee intended in their development of regulations, and so forth. And I could go on and on about that, but I won't. But as far as free and reduced price lunch mean tests that Congressman Fountain is talking about for the summer program, I not only would like to get rid of it in the summer, I would like to get rid of it in the regular season so that we have free lunches for all children. We want to see the program expand and we're going to do everything we can in Broward County to see it. I think it's a good program. It took 30 years to develop the national school lunch program, and I think we made great strides. We've only been at this actually in operation 6 weeks, so I think we have a few growing pains, but I think we're going to get over them with marvelous hearings and give and take back and forth as you are providing for, Mr. Chairman.

Chairman PERKINS. Leaving the summer feeding program for just a moment, how many of your children in Broward County participate in the regular program and in the free and reduced price program during the year?

Mr. Searing. We serve 54 percent of our lunches free and reduced, and we serve about 70,000 type A lunches daily in Broward County.

Chairman Perkins. And that's what percentage of your enrollment in your elementary and secondary schools?

Mr. Searing. We would have a total enrollment of about 130,000 kids. We have an ADA of about 128,000, somewhere in there and we're feeding 70,000 type A lunches. But, of course, we have ala carte in the senior high schools. So you could add another 10,000. We feed about 85,000 lunches a day.

Chairman Perkins. 85,000 out of an enrollment of about 130,000?

Mr. Searing. That is right.

Chairman Perkins. I think that is a remarkable record.

Mr. Lehman?

Mr. Lehman. Just one other question.

Mr. Hockenbery stated I think at one time that about half the eligible children in Dade County are receiving the summer lunch programs. In the winter programs I assume, in the regular school lunch programs, 100 percent of the eligible children are being served. Would a single sponsor, do you think a single sponsor would enable us to reach the 50 percent of the children being served in the regular school, eligible children being served in the regular school lunch program be brought into the kind of summer lunch programs that they're now not involved with? The semantics is not good, but I think you know what I'm trying to say.

Mr. Hockenbery. Right. I think we could do a much better job, Congressman Lehman. Actually I don't suppose we could ever reach all of them. There would be some schools in Dade County where a half a dozen kids get free and reduced lunches during the regular and therefore that school community wouldn't qualify for one of the summer programs. And unless that half a dozen kids went somewhere else, or were bused somewhere else, they probably wouldn't be reached.

Mr. Lehman. But we could do a better job.

Mr. Hockenbery. Oh, yes, a better job.

Mr. Lehman. It is open end, so it's not a question of a lack of funds. Thank you very much.

Chairman Perkins. With regard to this, will Mr. Jackson and the lady comment. Go ahead, Mr. Jackson.

Mr. Jackson. OK, Mr. Chairman. My comment on this subject would be that if we would have a sole sponsor, that you would have better control. The system would be better organized. I think the accountability of the lunches would be intact. The food would be better safeguarded, as for the health of the kids. I just think that it would be an all around better setup.

Chairman Perkins. Pass the microphone back. Thank you, Mr. Jackson.

Ms. Barbieri. Mr. Chairman, yes. I think a single sponsor would help. I do think in a county such as Dade, we would need delegates.

Chairman Perkins. You would need what?

Ms. Barbieri. Delegates. Some sort of delegation from the single sponsor. I think we're talking about two things often though, and I hear them used analogously. I think we need to think of sponsors and vendors. And when we're talking about single sponsors, are we also talking about single vendors? And I hope we're saying that isn't true because I think in some, especially in Dade County this summer, 87,000 children in school, in the quinmester school program, now let's say 70,000 of those children are eating regular lunches. And then the school system would have superimposed upon them let's say another 80,000 children. It might be impossible for them to be the single vendor, you see. Am I making my point? OK.

I would like to go back to the coordination. I think in order to have real and true coordination we have to do as George said here, start in September with our evaluation of this program and continuing the planning cycle and the modification of the program right into next spring with the training so that on June the whatever we're starting with the kind of program we would be proud to be associated with. And I think that that is a year around cycle.

As far as the catalytic element that this program might need, I'm sure that the metropolitan Dade County manager's office would be happy to serve to bring all of the various elements together, the existing sponsors, the existing vendors, whomever it is, be brought together into a single meeting to start planning such coordination for the future. I'm sure that could be done.

Chairman PERKINS. Do you have any final words that you wanted to say, Mr. Hockenbery?

Mr. HOCKENBERY. No, from this group I think—I don't want to steal anyone else's thunder. I do know what some of the other people are going to talk to you have to say, and I don't want to get into their area and steal their subject from them.

Chairman PERKINS. All right. Mr. Lehman?

Mr. LEHMAN. No more.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. No, thank you, Mr. Chairman.

Chairman PERKINS. Let me congratulate the panel. All of you have been very helpful to this committee. You've given us insight into the programs in this part of Florida which is most important to the committee. You've been most helpful and I want to compliment you people for your forthrightness in coming before the committee with suggestions, constructive suggestions. It's been very helpful. I thank all of you.

We'll call around our second panel at this time. Mr. Miller Dawkins, Miami-Dade Community College North; Dr. Louis J. Tasse, consultant, community school program, Dade County public schools; and Mr. Joe Deutsch, co-project director, Broquin Health Care Center.

Chairman PERKINS. Mr. Dawkins, as head of the Miami-Dade Community College North, you may begin.

Without objection your statements and prior prepared testimony of all the entire panel will be inserted in the record, and you can summarize it any way you see fit.

[Prepared statement of Miller Dawkins follows:]

PREPARED STATEMENT OF MILLER J. DAWKINS, MIAMI-DADE COMMUNITY COLLEGE, NORTH CAMPUS

There is a need for nutritionally balanced meals to be served to children during summer vacation months, as well as during the regular school months, if they are to maintain proper nutrition for continued growth and development.

Realizing this to be a service to the community, Miami Dade Community College applies to USDA for funds to sponsor a Summer Feeding Program. These funds provide lunches for many youngsters who may or may not go without a lunch during the summer months. The majority of those fed are at the poverty level with no funds to purchase a lunch, or they are children of working mothers who are not at home during lunch time to prepare a lunch.

At twenty-four sites throughout it's service area, Miami Dade Community College, North Campus, for forty-five (45) days, lunches and supplements are served to help meet the nutritional needs of more than six thousand (6,000) youngsters daily. (See attachment #1 and #2.)

The majority of the sites are in dire need of our service because of the deprived area in which they live, at least 70% of those served in our program will be found to be on the free lunch program during the regular school year.

A spin-off benefit is Summer Employment for College youngsters home for the summer. The young people are hired specifically to work in the Summer Feeding Program, thereby meeting a two-fold need: The monetary rewards they receive for working and the experience of public employment which should aid in the development of good work habits and the responsibility of carrying out assigned tasks. (See attachment #3.)

The primary strength of the Miami Dade's Summer Feeding Program lies in the fact that it meets the objectives for which it is designed.

1. To meet part if not all of the noon time nutritional needs of the children we serve by giving them a well balanced noon-time meal.
2. Encourage greater participation in the academic and recreational programs operated at the various sites.
3. Provide further opportunities for children to eat in social settings.
4. Encourage youngsters to observe safety rules during serving of meals (orderly lines, and no shouting).
5. Provide supervision and assistance through monitors at meal times (encouragement to eat food not to ones particular liking).
6. Reinforcing the knowledge of the four basic food groups. A. Meat and Poultry; B. Bread and Cereal; C. Fruit and Vegetable; and D. Milk and Milk products.
7. Provide employment opportunities for young people of the community, especially college students, but employment is not limited to college students only.

Our accomplishments have been discussed, now for the problems:

1. The prime area of concern is the late arrival of application forms. Every year we in the Miami area are promised the forms by February or no later than mid-March, and each year the forms arrive nearer to June than the previous year. This does not permit the necessary lead time required.
   a. The college board of Trustees must approve the concept before we can apply, the board meets once a month; lead time, 1 month.
   b. Forms must be completed and sent to Tallahassee, Florida 1 month for approval.
   c. Package must be returned to board for approval; lead time, 2 weeks.
   d. Contract must be advertised and put out for bid; lead time, 1 month.
   e. Board approval before bid is given to successful bidder; lead time, 2 weeks.
   f. Sponsor and vendor need time to iron out any difficulties; lead time, 3 weeks.
   g. Implementation of Program lead time required is a minimum of three (3) months; lead time, 3 months.
   h. Hardship on vendor when there is no time to negotiate prices on his needs. (Fruits, Paper-goods, etc.)
2. Standardized Menu. This year a standard menu was presented, we were told this was the only menu to be used, then Construction Catering Company was given permission to vary from this menu until the fourth (4th) week. Then the vendor followed the menu but was allowed to vary items, and this permission was given without consideration of the contract signed between vendor and the sponsor. (See attachment #4).
   a. A Jewish agency was allowed a change from standard menu, but no consideration was given our sites cultural and ethnic background.
   b. Standardized menu may put strains on the producers of fruits, meats and bread, because every site, has the same items everyday, different menus for different sites would allow for greater distribution of on-hand supplies. (Cookies, Juice, etc.)
   d. Miami Dade submitted a menu and it was turned down in favor of the standardized menu. (See attachment #5).
3. The bid procedure permits a second rate lunch to be chosen over a first class lunch because of the low-low price.
   a. The government must have some idea of what a lunch should cost. This is why it allows X amount for the lunch, when a vendor bids as low as ½ X amount, some thing has to be wrong. Look for inferior services, and inferior fruit and a lunch that will barely meet minimum standards.

b. The Summer Feeding Program is big business, when we consider that without the South Dade area and the Jewish agencies, we serve between three (3) sponsors, 208 sites and more than 17,150 lunches a day. Miami Dade received seventeen bids on its program. The five chosen to consider were:

Vendor	Lunch	Supplement	Total	Maximum	Difference
1 Construction Catering	0.64	0.17	0.81	$1.02	+0.21
2 Grandinetti & Turnbull	.739	.194	.93	1.02	.087
3 Marriott In-Flight Service	.613	.286	.999	1.02	.021
4 Saga Foods	.65	.19	.840	1.02	.18
5 Stewart Services	.7777	.2125	.9902	1.02	.0.98

Here the Quality bids were Marriott and Stewart Sandwiches and their menus reflected this, yet the bid of Construction Catering was chosen, and we had problems from day one, some have been corrected only to blossom out in another form. There was only marginal difference in the two (2) upper bids (+.021 VS +.0298).

c. Administrative laws should be passed that would prevent a vendor from being selected on Quantity over Quality, in the awarding of bids. There is such a large variance of quality in foods; it is not always wise to accept the lowest bidder whose intentions might be to use cheaper, inferior grades.

d. One vendor offers a large variety and his bid price reflects this, another vendor offers very little variety and his bid price relects this. Competitive bid procedures almost dictate that one must accept the low bid, this is the procedure followed by the Purchasing Department of Miami Dade Community College. The Cheapest bid offers the lousy lunch to meet the bare minimum USDA requirements.

e. There was some talk about having one vendor do the entire Dade County Summer Feeding Program. I would say this is an unwise thought. The Dade County Feeding needs are large: The City of Miami has 24 sites and feeds 4,150 daily. The Community Action Agency has 154 sites and feeds 7,000 daily. Miami Dade Community College has 24 sites and feeds 6,000 daily.

Total 208 sites, 17,150 daily.

Historically under Ms. Ruth Waskey's supervision, if there were any questions concerning the contract, Ms. Waskey squared them away before she approved the contract. Once the contract was approved all differences had to be settled between the sponsors (contractor) and the vendor (contractee) if these two could not reach and agreement amicability, then Ms. Waskey held a three party meeting, if this did not work, she then called Tallahassee for a decision we all would accept.

This year, Mr. Jack Hasting came into the picture and distorded the sponsor-vendor relationship developed under Ruth Waskey's administration. If there is to be a direct USDA-Vendor relationship, then there is no real need for a sponsoring agency, and above all the USDA's representative should not make decisions with vendor that are in conflict with contractual agreement between sponsor and vendor.

RECOMMENDATIONS

That sponsor be permitted to draw up own menu as long as menu meets USDA requirement and cost does not exceed maximum allowed.

"Treat" foods such as Ice Cream, Watermelon, Potato Chips, etc. should be offered at intervals to make lunches more desirable.

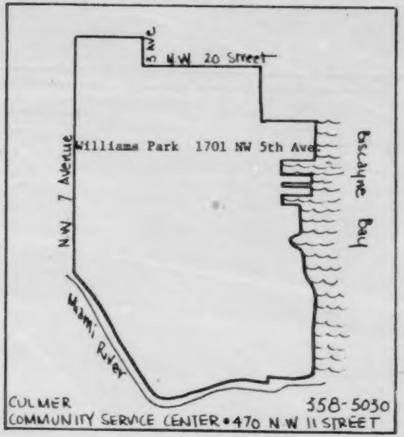
That a nutritional program be implemented to run concurrent with Summer Feeding Program, at each site there should be a one hour nutrition period each day, where youngster would be introduced to the World of Nutrition, and we would attempt to change the eating habits of those without, what we consider to be, good eating habits.

That Cultural and ethnic background of youngsters be taken into consideration when menus are drawn up, if meals are present that reflect this then there would be more participation, we should also introduce certain foods, but only for familiarization purposes.

When contracts are awarded, experience gained from being in the field should be gotten from program field administrators before vendor selections is made. This person's advice should be considered equal to that of those in the office awarding the bid.

CULMER

CULMER — Success in mobilizing resources by developing a plan of involvement of individuals, agencies, and businesses within the community demonstrates the efficacy of the CAA goal of "mobilizing the resources of the total community to be brought to bear upon the problems of the poor." Culmer's method is accurate assessment of the problem, identification of appropriate resources, and adequate, specific communication on how these resources can be of assistance. Once established, the extent of involvement, mutual goals, and priorities are decided. Follow through, evaluation, and recognition are the final steps. The program the Y.M.C.A. is operating in the Culmer facility is a concrete example of the success of the Culmer plan.



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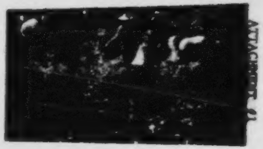

ATTACHMENT 01

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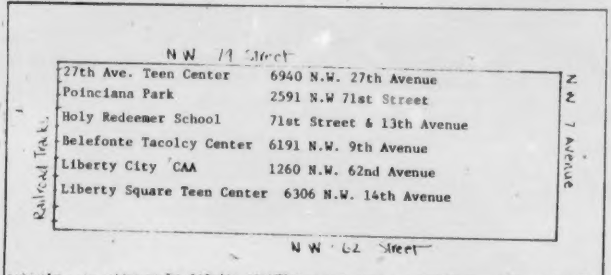
LIBERTY CITY

LIBERTY CITY — Meeting weekly, the Gala Club composed of approximately 35 young women receive instruction in sewing, modern dance, grooming and personal hygiene. This activity is conducted by a volunteer Council member who is a nurse and professional model. Also organized by a volunteer Council member, the Community Club composed of young men between the ages of 12 and 14 years of age, practice on regular and improvised instruments. The group entertains at neighborhood functions and are invited to play at the dedication of the new Miami fire station. Another Community Club whose members are males 16 years of age or older was involved in an expanded nutrition program where they learn to prepare food economically. Recently this group presented samples of their cooking at an Advisory Council meeting.



27th Ave. Teen Center	6940 N.W. 27th Avenue
Poinciana Park	2591 N.W 71st Street
Holy Redeemer School	71st Street & 13th Avenue
Belefonte Tacolcy Center	6191 N.W. 9th Avenue
Liberty City CAA	1260 N.W. 62nd Avenue
Liberty Square Teen Center	6306 N.W. 14th Avenue

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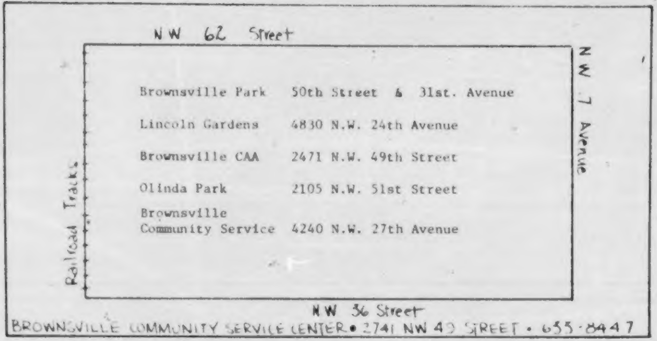
BROWNSVILLE



Brownsville Park	50th Street & 31st. Avenue
Lincoln Gardens	4830 N.W. 24th Avenue
Brownsville CAA	2471 N.W. 49th Street
Olinda Park	2105 N.W. 51st Street
Brownsville Community Service	4240 N.W. 27th Avenue

BROWNSVILLE COMMUNITY SERVICE CENTER • 2741 NW 49 STREET • 655-8447

BROWNSVILLE — A unique law and justice project is being conducted in the Brownsville community. Serving as a bridge between the police and community residents, the staff is attempting to personalize the law enforcement process by contacting parents of jailed youth, working toward visitation rights, providing transportation, counceling families and inmates, contacting lawyers, obtaining custody releases, and procuring services for inmates. A "Womanless Wedding" sponsored by the Progressive Officer's Association provided entertainment for community residents and funds for Brownsville youth programs. Cooperatively, Brownsville residents, staff, and police officers are proving that they are all on the same team in making Brownsville a decent, safe place to live for all of its people.

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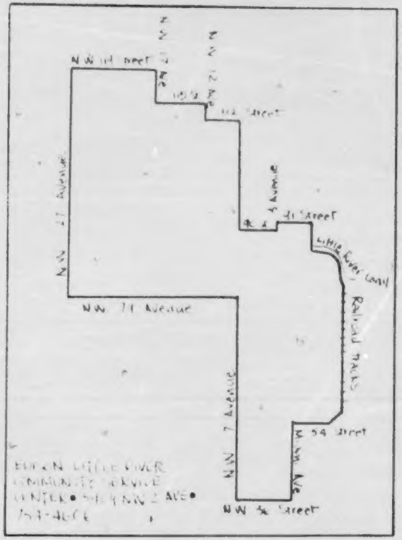
N.W. 119 Street
N.W. 12 Ave
N.W. 17 Avenue
N.W. 71 Avenue
Little River Canal
Railroad Tracks
N.W. 7 Avenue
N.W. 54 Street
N.W. 5th Ave
N.W. 36 Street
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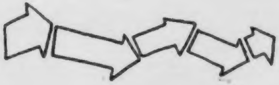
Edison Little River CAA	5905 NW 2nd Ave.
Edison Little River Project Youth	255 NW 59th St.
Model City Youth Council	151 NW 60th St.
Soar Park Teen Center	128 NW 83rd St.
Larchemont Garden	406 NW 85th Street
Arcola Park	17th Avenue & 87th St.

EDISON-LITTLE RIVER

EDISON — Due to its unique racial and ethnic mix, the Edison-Little River area provides fertile ground for agencies and institutions interested in testing pilot projects for special populations or for racially and ethnically mixed populations. In the past year, the Center has provided housing for such diverse groups as Haitian Mental Health, Cuban Mental Health, Veteran's Education and Training Services, City of Miami Police Aides, Citizen's Information Service, S.A.B.E.R., MOVE, Edison-Little River Self-Help Community Council and others. In addition the University of Miami medical students, along with community residents continued to operate the clinic founded by VISTA volunteers. This unity in diversity augers well for the pluralistic approach to community programming.



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Melba Rodriguez
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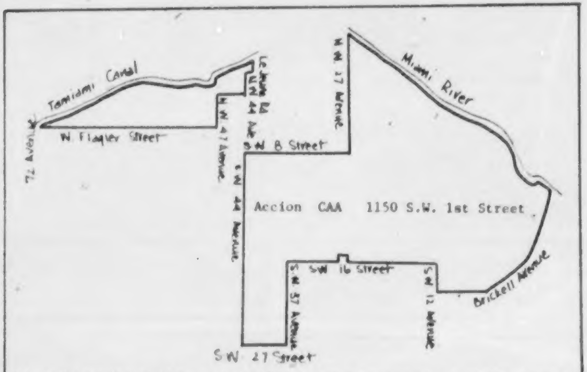
Tamiami Canal
72 Avenue
W. Flagler Street
N.W. 47 Avenue
Le Jeune Rd
N.W. 44 Ave
N.W. 27 Avenue
Miami River
S.W. 8 Street
S.W. 44 Avenue
Accion CAA 1150 S.W. 1st Street
SW 16 Street
S.W. 57 Avenue
SW 12 Avenue
Brickell Avenue
S.W. 27 Street

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ACCION

ACCION – staff coordinated with the English Center in presenting two classes in basic English and a special course in citizenship for foreign-born area residents interested in applying for United States citizenship. Of the 35 students who have been enrolled since classes started in mid-year, 10 have attained citizenship status. Mrs. Hilda K. Ross of Community Mental Health Services, Jackson Memorial Hospital, and ACCION staff began the development of an ethnic crafts cooperative which should ultimately be a source of income for area residents. Craft items, hand-made by Cuban artists, were selected by a major department store for a large exposition.

ATTACHMENT #3

SUMMER FEEDING PROGRAM 1976

PAYROLL ROSTER

7/23/76

1. ALLEN, JEFFERY
2. ANDERS, WYNTON
3. ARNOLD, KATHY
4. AYBAR, DOMINGO
5. BAILEY, LILLIAN
6. BRANT, WILLETE
7. BROOKS, AUDREY
8. BRYANT, IVY
9. CECIL, BARBARA
10. COCHRAN, BERTHA
11. COLLIER, CYNTHIA
12. DAVIS, SHEILA
13. DAY, KATHLEEN
14. EADY, KARL
15. FINNEY, ALPHOSO
16. FOSTER, VERNAL
17. GILLUM, PATRICIA
18. GORDON, SYLVIA
19. GROSS, OLIVER
20. HORTON, SERETTA
21. HOWARD, ARTIE
22. HOWARD, HARVIE
23. HUNTER, JEANIE
24. HUNTER, SANDRA
25. JOHNSON, OLIVER
26. JOHNSON, SETH
27. JOHNSON, YVONNE
28. KELLY, GEORGE
29. KELLY, MICHEAL
30. KING, MARY
31. LASSITER, ROSALIND
32. MAJOR, ALAN
33. MAJOR, GERARD
34. McGAHNEY, DOROTHY
35. McNAIR, BRUCE
36. McTIER, WADE
37. MILLER, GRACIE
38. MIRANDA, TOMMY
39. MITCHELL, ANDRE
40. MITCHELL, GERALDINE
41. MITCHELL, HAZEL
42. MITCHELL, ROSE
43. MOORE, CLEO
44. MURRAY, KIMBERLY
45. OWENS, MICHEAL
46. PARAMORE, SANDRA
47. PARKER, LUTHER
48. PEARSE, PRINCE
48. PETERSON, WALTER
49. REVES, JAMES
50. ROLLE, KEITH
51. SESSION, WILLIAM
52. SEYMOUR, LENORA
53. SIMMONS, JAMES
54. STEWART, MICHEAL
55. SYMONETTE, BARBARA
56. THOMAS, MYRA
57. TURNER, RONNIE
58. WHITE, ANGELA
59. WYNN, DWAYNE
60. MOSS, ANTHONY
61. *SHEILA THOMAS

OPA LOCKA ADVISORY COUNCIL

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  Chairman
David Pemberton
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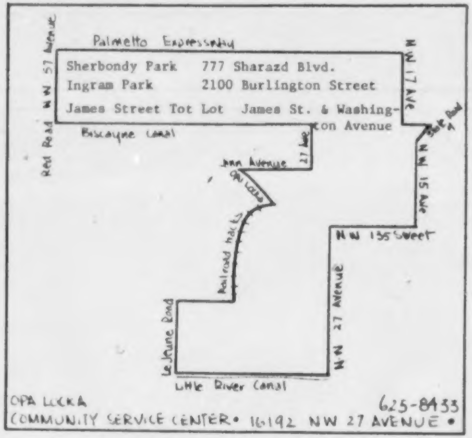
OPA LOCKA — Illustrating the new partnership between local government units and the Community Action agencies, the City of Opa Locka built a facility for the older citizens of their community and contracted with the CAA to operate the program in the Center. Further illustrating the concept of the "new federalism," the City used a portion of their general revenue sharing funds to pay for the contracted services. Each day a variety of activities are offered to the elderly and this site also serves as the activity center for the Meals for the Elderly Program. In addition, the Mobile Health Unit visits on the regular basis to assist in meeting the health needs of the Center's clientele.

NORTH DADE COUNTY

Marian Center 15701 N.W. 37th Street
Turnkey Housing Project 3500 N.W. 199th Street

OPA LOCKA


N W 57 Avenue
Red Road
Palmetto Expressway
N W 17 Ave
State Road
Biscayne Canal
27 Ave
Ann Avenue
Opa Locka
Railroad tracks
N W 15 Ave
N W 135 Street
N W 27 Avenue
LeJeune Road
Little River Canal

Sherbondy Park 777 Sharazd Blvd.
Ingram Park 2100 Burlington Street
James Street Tot Lot James St. & Washington Avenue

OPA LOCKA
COMMUNITY SERVICE CENTER • 16192 NW 27 AVENUE •
625-8433

SITE	PHONE	CONTACT PERSON (S)	ADDRESS
27th Avenue Teen Center	638-6690	Mr. Perkins	6940 N.W. 27th Avenue
Poinciana Park	638-6927	Mr. Reed & Ms. Hill	2591 N. W. 71st Street
Holy Redeemer School	691-1451	Sister Francis Aileen	71st Street & 13th Avenue
Belafonte Tacolcy Center	751-1295	Mr. Otis Pitts	6191 N.W. 9th Avenue
Liberty City CAA	638-6670	Dr. George Green	1260 N.W. 62nd Street
Liberty Square Teen Center	638-6925	Mrs. Byrd	6306 N.W. 14th Avenue
Olinda Park	633-6032	Mr. Mills	2105 N.W. 51st Street
Brownsville Park	638-6014	Mr. Williams	50th Street & 31st Avenue
Lincoln Gardens	638-6025	Mr. Williams	4830 N. W. 24th Avenue
Brownsville CAA	638-6035	Mr. Mills & Ms. Taylor	2471 N. W. 49th Street
Brownsville Community Ser.	638-6348	Ms. Myers & Ms. Braxton	4240 N. W. 27th Avenue
Model City Youth Council	638-6568	Ms. Ruth Brown	151 N. W. 60th Street
Edison Little River Project Youth	756-0452	Mr. Charles Ward	255 N. W. 59th Street
Edison Little River CAA	754-4606	Alma Carter	5905 N. W. 2nd Avenue
Marian Center	625-8354	Sister Lucia	15701 N. W. 37th Street
Larchemont Gardens Teen Ctr.	638-6910	Mr. Jackson	406 N. W. 85th Street Road
Soar Park Teen Center	638-6922	Ray Lopez & Ms. Tynes	120 N. W. 83rd Street
Williams Park	573-0709	Ms. McCall	1701 N. W. 5th Avenue
Accion Community Action Agency	547-4892	Ms. Myriam Canas & Gennie Ortega	1150 S. W. 1st Street
Arcola Park	836-0041	Mr. Wynn & Ms. Martin	17th Avenue & 87th Street
Ingram Park	688-0241	Mr. Harvey	2100 Burlington Street
James Street Tot-Lot	681-3803	MR. Maloy	1820 Washington Street
Sherbondy Park	688-2891	Mr. Lee	777 Sharazd Boulevard
Turnkey Housing Project	643-1150 Ext. 370	Modesto Abbety	3500 N. W. 199th Street

ATTACHMENT #2

SCHEDULE B

STANDARD LUNCH and/or SUPPER MENUS FOR SUMMER PROGRAM

MENUS	PORTION	PREPARATION
#1		
A. Fried Chicken - Thigh or Drumstick	1 each - 4 - 4½ oz. raw weight	Oven or deep fat fried, individually wrapped
B. Dinner Roll	1 each - 1 - 1¼ oz.	Individually wrapped
C. Vanilla Cookie	2 each - 1½ - 2" diameter or 1 each - 3 - 3½" diameter	Unwrapped or individually wrapped
D. Petite Banana	1 each - 4 oz.	
E. Orange Juice	1 each - 4 oz.	
F. Chocolate Milk	1 each - 8 oz.	
G. Napkin and Straw	1 each	
#2		
A. Bologna and	1 oz.	2 thin slices
B. Cheese	1 oz.	2 thin slices
C. Sandwich	2 slices	White bread - enriched, individually wrapped
D. Individual Mustard	1 each	
E. Peanuts	1 each - 1 oz.	
F. Whole Orange	1 each - 125 count	Washed
G. Pineapple Juice	1 each - 4 oz.	
H. Milk	1 each - 8 oz.	
I. Napkin and Straw	1 each	
#3		
A. Salami and	1 oz.	2 thin slices
B. Cheese	1 oz.	2 thin slices
C. Sandwich	2 slices	White bread - enriched, individually wrapped
D. Individual Mustard	1 each	
E. Raisins	1 each - 1½ oz.	
F. Whole Apple	1 each - 138 count	Washed
G. Blended Juice	1 each - 4 oz.	
H. Chocolate Milk	1 each - 8 oz.	
I. Napkin and Straw	1 each	
#4		
A. Sliced Turkey	2 oz.	3-4 thin slices
B. Sandwich	2 slices	White bread, enriched, individually wrapped
C. Individual Mayonnaise	1 each	
D. Chocolate Cookie	2 each, 1½ - 2" diameter or 1 each, 3 - 3½" diameter	Unwrapped or individually wrapped
E. Petite Banana	1 each - 4 oz.	
F. Apple Juice	1 each - 4 oz.	
G. Milk	1 each - 8 oz.	
H. Napkin and Straw	1 each	
#5		
A. Ham Flavored Turkey	1 oz.	2 - 3 thin slices
B. Cheese	1 oz.	2 thin slices
C. Sandwich	2 slices	White bread, enriched - individually wrapped
D. Individual Mustard	1 each	
E. Raisins	1 each - 1½ oz.	
F. Whole Apple	1 each - 138 count	Washed
G. Orange Juice	1 each - 4 oz.	
H. Chocoalte Milk	1 each - 8 oz.	
I. Napkin and Straw	1 each	

#6		
A. HAMBURGER	1 EACH - 2 OZ. COOKED WEIGHT	[illegible] OR PRECOOKED
B. BUN	1 EACH - 3½" DIAMETER	INDIVIDUALLY WRAPPED
C. INDIVIDUAL CATSUP	1 EACH	
D. PEANUTS	1 EACH - 1 OZ.	
E. WHOLE ORANGE	1 EACH - 125 COUNT	WASHED
F. BLENDED JUICE	1 EACH - 4 OZ.	
G. MILK	1 EACH - 8 OZ.	
H. NAPKIN AND STRAW	1 EACH	
#7		
A. CUBAN SANDWICH	1 EACH - 5 - 6" HOAGIE ROLL	INDIVIDUALLY WRAPPED
B. BOLOGNA	1 OZ.	2 THIN SLICES
C. SALAMI	½ OZ.	1 THIN SLICE
D. CHEESE	½ OZ.	1 THIN SLICE
E. INDIVIDUAL MUSTARD	1 EACH	
F. OATMEAL COOKIE	2 EACH - 1½" - 2" DIAMETER OR 1 EACH - 3" - 3½" DIAMETER	UNWRAPPED OR INDIVIDUALLY WRAPPED
G. PETITE BANANA	1 EACH - 4 OZ.	
H. PINEAPPLE JUICE	1 EACH - 4 OZ.	
I. CHOCOLATE MILK	1 EACH - 8 OZ.	
J. NAPKIN AND STRAW	1 EA	
#8		
A. LUNCHEON MEAT	2 OZ.	THIN SLICES
B. SANDWICH	2 SLICES	WHITE BREAD, ENRICHED - INDIVIDUALLY WRAPPED
C. INDIVIDUAL MUSTARD	1 EACH	
D. SUGAR COOKIE	2 EACH - 1½ - 2" DIAMETER OR 1 EACH - 3 - 3½" DIAMETER	UNWRAPPED OR INDIVIDUALLY WRAPPED
E. WHOLE ORANGE	1 EACH - 125 COUNT	WASHED
F. APPLE JUICE	1 EACH - 4 OZ.	
G. MILK	1 EACH - 8 OZ.	
H. NAPKIN AND STRAW	1 EACH	
#9		
A. BOLOGNA	2 OZ.	THIN SLICES
B. SANDWICH	2 SLICES	WHITE BREAD, ENRICHED, INDIVIDUALLY WRAPPED
C. INDIVIDUAL MUSTARD	1 EACH	
D. RAISINS	1 EACH - 1½ OZ.	
E. WHOLE APPLE	1 EACH - 138 COUNT	WASHED
F. ORANGE JUICE	1 EACH - 4 OZ.	
G. CHOCOLATE MILK	1 EACH - 8 OZ.	
H. NAPKIN AND STRAW	1 EACH	
#10		
A. HAM AND CHEESE LOAF	[illegible] OZ.	[illegible] THIN SLICES
B. SANDWICH	2 SLICES	WHITE BREAD, ENRICHED - INDIVIDUALLY WRAPPED
C. INDIVIDUAL MUSTARD	1 EACH	
D. PEANUTS	1 EACH - 1 OZ.	
E. PETITE BANANA	1 EACH - 4 OZ.	
F. BLENDED JUICE	1 EACH - 4 OZ.	
G. MILK	1 EACH - 8 OZ.	
H. NAPKIN AND STRAW	1 EACH	
#11		
A. HOT DOG	1 EACH - 8 TO A POUND	[illegible]
B. BUN	1 EACH - 5 - 5½" ROLL	INDIVIDUALLY WRAPPED
C. INDIVIDUAL CATSUP	1 EACH	
D. DONUT - GLAZED	1 EACH - 3 - 3½" DIAMETER	
E. WHOLE ORANGE	1 EACH - 125 COUNT	WASHED
F. APPLE JUICE	1 EACH - 4 OZ.	
G. CHOCOLATE MILK	1 EACH - 8 OZ.	
H. NAPKIN AND STRAW	1 EACH	

SCHEDULE 5

SUPPLEMENT MENU

MENUS	PORTION	MENUS	PORTION
#1		#7	
A. PEANUT BUTTER COOKIES	SAME AS LUNCH	A. SUGAR [illegible] CEREAL	INDIVIDUAL PACKAGE - 1 OZ.
B. MILK	8 oz.	B. MILK	8 oz.
C. STRAW		C. STRAW	
#2		#8	
A. SUGAR COOKIES	SAME AS LUNCH	A. LORNA DOONE COOKIE	SAME AS LUNCH
B. APPLE JUICE	8 oz.	B. BLENDED JUICE	8 oz.
C. STRAW		C. STRAW	
#3		#9	
A. FROSTED FLAKES CEREAL	INDIVIDUAL PACKAGE 1 oz.	A. GLAZED DONUT	SAME AS LUNCH
B. MILK	8 oz.	B. MILK	8 oz.
C. STRAW & PLASTIC SPOON		C. STRAW	
#4		#10	
A. GLAZED DONUT	SAME AS LUNCH	A. OATMEAL COOKIE	SAME AS LUNCH
B. BLENDED JUICE	8 oz.	B. ORANGE JUICE	8 oz.
C. STRAW		C. STRAW	
#5		#11	
A. CHOCOLATE COOKIES	SAME AS LUNCH	A. SUGAR [illegible]	SAME AS LUNCH
B. MILK	8 oz.	B. MILK	8 oz.
C. STRAW		C. STRAW	
#6			
A. VANILLA COOKIE	SAME AS LUNCH		
B. PINEAPPLE JUICE	8 oz.		
C. STRAW			

STANDARD BREAKFAST MENU [illegible]

MEAL PATTERN FOR BREAKFAST WILL BE FOLLOWED AS LISTED IN SCHEDULE [illegible]. MEAL COMPONENTS WILL FOLLOW PURCHASING SPECIFICATIONS AS LISTED IN SCHEDULE [illegible]

SCHEDULE [illegible]

[illegible] ITEM SPECIFICATIONS

A. STANDARD MENUS AND SPECIFICATIONS
  1. PROVIDE CONSISTENT QUALITY
  2. SIMPLIFY PURCHASING
  3. MINIMIZE LABOR
  4. PROVIDE BETTER NUTRITION TO CHILDREN
  5. ELIMINATE QUESTIONS OF ACCEPTABLE MENU ITEMS

B. POSSIBLE VARIATION
  1. FRUIT JUICES - ALTHOUGH ONLY 4 TYPES HAVE BEEN LISTED, OTHER FULL-STRENGTH, PASTEURIZED JUICES WOULD BE ACCEPTABLE (EXCLUDING GRAPEFRUIT JUICE), IF AVAILABLE.
  2. FRUIT - ALTHOUGH ONLY 3 FRESH FRUITS HAVE BEEN LISTED, DUE TO SEASONAL AVAILABILITY, OTHER FRUITS SUCH AS PEACHES, PEARS, OR PLUMS WOULD BE ACCEPTABLE SUBSTITUTIONS, IF OF A SPECIFIED QUALITY.
  3. ORANGE JUICE OR WHOLE ORANGES MUST BE INCLUDED IN AT LEAST [illegible] OF THE 11 MENUS, BUT NOT SERVED IN THE SAME DAY [illegible] MENU.

C. CHANGES IN MENU ITEMS
NO CHANGES IN MENU ITEMS WILL BE MADE WITHOUT THE MUTUAL [illegible] AND THE DEPARTMENT, OTHER THAN THOSE EXCEPTIONS LISTED ABOVE.

D. ROTATION OF MENUS
MENUS WILL BE SERVED #1 THROUGH #11 IN SEQUENTIAL ORDER, [illegible] APPROXIMATELY 3½ TO 4 TIMES, DEPENDING ON THE LENGTH OF THE PROGRAM.

E. ALL SPECIFICATIONS AND STANDARDS AS SET FORTH BY THE DEPARTMENT WILL BE STRICTLY ADHERED TO, TO INSURE THE SUCCESS OF THE PROGRAM.

SPECIFICATIONS FOR PURCHASING

GROUP [illegible] - MEAT SPECIFICATIONS

1. BOLOGNA
  A. FORMULA [illegible], BEEF AND PORK [illegible] PREDOMINANT [illegible]
  B. COLOR A - NATURAL [illegible]
  C. STYLE A - ARTIFICIAL CASINGS [illegible] ROLL
  D. STORAGE - CHILLED OR FROZEN

2. SALAMI
  A. COOKED
  B. FORMULA A - PORK AND BEEF
  C. COLOR - LIGHT TO DARK [illegible] BROWN
  D. TEXTURE - INTERIOR [illegible]
  E. STYLE - ARTIFICIAL CASING
  F. STORAGE - CHILLED OR FROZEN

3. HAMBURGER
  A. MUST ADHERE TO REQUIREMENTS [illegible] INSTITUTIONAL MEAT PURCHASE SPECIFICATIONS [illegible] 1136
  B. MAY BE PURCHASED RAW IN BULK OR PREFORMED PATTIES [illegible]
  C. FAT CONTENT NOT TO EXCEED 20 - 25%
  D. COOKED SERVING WEIGHT TO EQUAL 2 OUNCES
  E. STORAGE - CHILLED OR FROZEN

MIAMI-DADE COMMUNITY COLLEGE
SUMMER FOOD SERVICE PROGRAM FOR CHILDREN
1976

Submitted by:
George W. Powell

MIAMI-DADE COMMUNITY COLLEGE
SUMMER FOOD SERVICE PROGRAM FOR CHILDREN - 1976

PROPOSAL

The Special Summer Food Service Program was authorized with the passage of Public Law 90-302 in 1968, amending the National School Lunch Act. The program is designed to provide nutritious meals to needy children during the summer months when the children would not be receiving free meals in school.

As a sponsor of this essential program in the Dade County communities, Miami-Dade Community College extends its active participation to the local communities. Experience has taught us that in the absence of such a program, Dade's target area youth are deprived of one of life's essentials--a nutritionally well balanced meal daily.

Through this program, we endeavor to provide nutritious, wholesome lunches and an afternoon supplement which will insure intake of at least one third (1/3) of the youth's daily nutritional requirements.

In the Dade County communities, a great need exists to develop in our youth and their parents an appreciation for and an acceptance of a variety of well prepared, nutritious, inexpensive and wholesome meals.

To assure this added educational benefit to the Dade County communities, and to assure quality in the lunches and supplements served during the Summer 1976 Lunch Program, the caterer or vendor whose bid is accepted by Miami-Dade Community College and approved by the United States Department of Agriculture, must adhere to the following food (see menus), packaging, and delivery specifications:

FOOD SPECIFICATIONS

As specified in the Sponsor's Handbook for Catered Programs, United States Department of Agriculture, Food and Nutrition Service, Program Aid No. 1143, the food specifications stated in the menus are also recommended by the sponsor. Please note that each menu meets the minimum nutritional requirements established by the United States Department of Agriculture.

PACKAGING AND DELIVERY SPECIFICATIONS

The packaging and distribution methods used must allow for the lunches to be delivered and distributed at the sites with minimum effort and time consumed.

To insure proper sanitation and handling of foods served to children, the lunch must be packed on a tray wrapped with clear film so that the contents are readily visible to the children as they receive their lunch.

The vendor or caterer must show evidence of his ability to:

1. Provide a highly nutritious lunch (menus attached).
2. Deliver these lunches in refrigerated vehicles to insure freshness and sanitation.
3. Make deliveries on time, in any kind of weather; according to approved route schedule showing the time of delivery at each site as agreed by the vendor or caterer and the sponsor.

MIAMI-DADE COMMUNITY COLLEGE
USDA SPECIAL SUMMER FOOD SERVICE PROGRAM FOR CHILDREN
1976

TEN-DAY LUNCHEON MENU

DAY ONE	PORTION
COMBINATION	
Sliced Salami	1 oz.
Sliced Chopped Ham	1/2 oz.
Sliced American Cheese	1/2 oz.
Enriched Bread (Pullman)	2 slices
Chilled Orange Juice	4 ozs.
Banana (fresh) 150 ct.	1 each
Cookie (Lorna Doone)	1 pk.
Milk - HVD (chilled)	1/2 pt.
Napkin and straw	1 each
DAY TWO	
HAM 'N CHEESE	
Sliced Boned-Rolled Ham	1½ oz.
Sliced Swiss Cheese	1/2 oz.
Enriched Bun (4 inch)	1 each
Chilled (Pineapple-Orange) Juice	4 oz.
Apple (fresh) #1	1 each
Marble Pound Cake (2 ozs.)	1 each
Milk - HVD - Chocolate (chilled)	1/2 pt.
Napkin and straw	1 each
DAY THREE	
FRIED FILLET OF CHICKEN BREAST	2¼ ozs.
Enriched Bread (Pullman)	1 slice
Chilled Juice (Apple-Pineapple)	4 ozs.
Orange (fresh) 125 Fla.	1 each
Cookie (Oreo Cream)	1 pk.
Milk - HVD - (chilled)	1/2 pt.
Napkin and straw	1 each
DAY FOUR	
THE CLUB	
Sliced Boned-Rolled Ham	1 oz.
Sliced Luncheon Meat	1/2 oz.
Sliced Turkey	1/2 oz.
Enriched Bread (Pullman)	2 slices
Plums (60 count)	2 each
Cookie (Butter Cookie)	1 pk.
Milk - HVD - Chocolate (chilled)	1/2 pt.
Chilled Juice (Apple) (Enriched)	4 oz.
Napkin and straw	1 each

MIAMI-DADE COMMUNITY COLLEGE - TEN-DAY LUNCHEON MENU (Continued)

DAY FIVE

CHEESEBURGER	
Charbroiled Beef Pattie	1½ ozs.
Sliced American Cheese	1/2 oz.
Enriched Roll (4 inch)	1 each
Chilled Juice (Orange-Pineapple)	4 ozs.
Banana (fresh) 150 ct.	1 each
Cookie (Fig Newton)	1 pk.
Milk - HVD	1 pint
Napkin and straw	1 each

DAY SIX

HEARTY WESTERN	
Sliced Roast Beef	2 ozs.
Enriched Bread (Pullman)	2 slices
Chilled Juice (Pineapple) (Enriched)	4 ozs.
Apple (fresh) #1	1 each
Cupcake (Vanilla) 2 oz.	1 each
Milk - HVD	1/2 pt.
Napkin and straw	1 each

DAY SEVEN

HAM 'N CHEESE	
Sliced Boned-Rolled Ham	1½ ozs.
Sliced American Cheese	1/2 oz.
Enriched Bread (Pullman)	2 slices
Chilled Juice (Tangerine)	4 ozs.
Banana (fresh) 150 ct.	1 each
Cookie (Oatmeal)	1 each
Milk - HVD	1 pint
Napkin and straw	1 each

DAY EIGHT

ALL AMERICAN	
Sliced Pastrami	2 ozs.
Enriched Bread (Pullman)	2 slices
Chilled Juice (Pineapple-Orange)	4 ozs.
Apple (fresh) #1	1 each
Cake (pound) 2 ozs.	1 slice
Milk - HVD - Chocolate (chilled)	1/2 pt.
Napkin and straw	1 each

MIAMI-DADE COMMUNITY COLLEGE - TEN-DAY LUNCHEON MENU (Continued)

DAY NINE

BEEFBURGER	
Charbroiled Beef Pattie	2 ozs.
Enriched Roll (4 inch)	1 each
Chilled Juice (Orange)	4 ozs.
Plums (60 count)	2 each
OR Grapes (Thompson Seedless, appx. 22 ea.)	1/2 cup
Cookies (Swiss Cream)	1 each
Milk - HVD - Chocolate (chilled)	1/2 pt.
Napkin and straw	1 each

DAY TEN

THE HOAGIE	
Sliced Chopped Ham	1/2 oz.
Sliced Salami	1/2 oz.
Sliced Bologna (all meat)	1/2 oz.
Sliced American Cheese	1/2 oz.
Enriched Hot Dog Roll (4 inch)	1 roll
Chilled Juice (Apple) Enriched	4 ozs.
Peach (fresh) (4 per lb.) 2-2½ in. dia.)	1 each
Cookies (Lorna Doone)	1 pk.
Milk - HVD - Chocolate (chilled)	1/2 pt.
Napkin and straw	1 each

BICENTENNIAL SPECIAL - JULY 4, 1976

SOUTHERN-FRIED CHICKEN	4 ozs.
Washington Apple Jelly Sandwich (2 slices Enriched Bread, 1 oz. Apple Jelly, 1 oz. Butter)	1 each
Iowa Corn-on-Cob (4 ozs.)	4 ozs.
Georgia Watermelon (Average 28 lbs.-quartered)	1/16 qtr.
Cup Cake (Lemon) 2 oz.	1 each
Milk - HVD	1 pt.
Napkin and straw	1 each

MIAMI-DADE COMMUNITY COLLEGE
USDA SPECIAL SUMMER FOOD SERVICE PROGRAM FOR CHILDREN
1976

TEN DAY SUPPLEMENT

DAY ONE	Chocolate Milk. HVD (chilled)	Swiss Creme Cookies
DAY TWO	Seedless Raisins. (Ind. Pack)	Orange Juice (chilled)
DAY THREE	Fresh Banana.	Oatmeal Cookies
DAY FOUR	Juice Blend Vit. C Restored	Potato Sticks (Ind. Pack)
DAY FIVE	Apple Juice Vit. C Restored	Malted Milk Cookies
DAY SIX	Fresh Grapes. (Thompson Seedless)	Fig Newton Cookies
DAY SEVEN	Chocolate Milk. HVD (chilled)	Lorna Doone Cookies
DAY EIGHT	Fresh Tangerine	Swiss Creme Cookies
DAY NINE	Fresh Grapes. (Thompson Seedless)	Cheda Nut Cookies
DAY TEN	Fresh Pear. (135 count)	Oreo Cream Cookies

BICENTENNIAL SPECIAL - JULY 4, 1976

Fresh Florida Orange. (125 size)	Southern Oatmeal Cookies

Vendor and sponsor's agent will agree should a shortage exist with the availability of fresh fruits as specified and substitute fruit juice or blend (Vitamin C enriched) with SPONSOR'S APPROVAL.

MIAMI-DADE COMMUNITY COLLEGE
USDA SPECIAL SUMMER FOOD SERVICE PROGRAM FOR CHILDREN
1976

TEN DAY SUPPLEMENT

DAY ONE	Fresh Peach Swiss Creme Cookies
DAY TWO	Seedless Raisins (Ind. Pack) Orange Juice (chilled)
DAY THREE	Fresh Banana Oatmeal Cookies
DAY FOUR	Fresh Orange Potato Sticks (Ind. Pack)
DAY FIVE	Apple Juice Malted Milk Cookies
DAY SIX	Fresh Grapes (Thompson Seedless) Fig Newton Cookies
DAY SEVEN	Fresh Peach Lorna Doone Cookies
DAY EIGHT	Fresh Tangerine Swiss Creme Cookies
DAY NINE	Fresh Grapes (Thompson Seedless) Cheda Nut Cookies
DAY TEN	Fresh Pear (135 count) Oreo Cream Cookies

BICENTENNIAL SPECIAL - JULY 4, 1976

	Fresh Florida Orange (125 size) Southern Oatmeal Cookies

Vendor and sponsor's agent will agree should a shortage exist with the availability of fresh fruits as specified and substitute fruit juice or blend (Vitamin C enriched) with SPONSOR'S APPROVAL.

Construction Catering, Inc.
2154 N.W. 24th AVENUE • MIAMI, FLORIDA 33142

SUMMER PROGRAM

DATE	LUNCH	SUPPLEMENTS
MONDAY 21	CUBAN SANDWICH ON HOAGIE BOLOGNA SALAMI AND CHEESE MUSTARD NO. 143- GRAHAM CRAKERS BANANA PINEAPPLE JUICE MILK NAPKIN AND STRAW	ORANGE JUICE #1534 CHEDA-NUT
TUESDAY 22	LUNCHEON MEAT SAND ON WHITE MUSTARD WAVERLY WAFERS # 184 ORANGE APPLE JUICE CHOCOLATE MILK NAPKIN AND STRAW	BLENDED JUICE SUGAR COOKIE # 1538
WEDNESDAY 23	HAMBURGUER ON BUN CAPSUT PEANUTS PEACH BLENDED JUICE MILK NAPKIN AND STRAW	PINEAPPLE JUICE #143 GRAHAM CRAKERS
THURSDAY 24	HAM TURKEY AND CHEESE SAND. MUSTARD PREMIUM CRACKERS # 1519 APPLE ORANGE JUICE CHOCOLATE	BLENDED JUICE LORNA DOONE # 1538
FRIDAY 25	BOLOGNA SANDWICH ON WHITE MUSTARD GRAHAM CRAKERS # 143 ORANGE APPLE JUICE MILK NAPKIN AND STRAW	PINEAPPLE JUICE # 1534 CHEDA-NUT

Construction Catering, Inc.

2154 N.W. 24th AVENUE • MIAMI, FLORIDA 33142

SUMMER

WEEK: FROM, JUNE 28 THRU JUNE 30th

	BREAKFAST	LUNCH	SUPPLEMENT
MON.	JUICE MILK CEREAL	HAM & CHEESE ON WHITE MUSTARD PEANUTS BANANA BLENDED JUICE CHOCOLATE	ORANGE JUICE COOKIE #1519
TUES	JUICE MILK CEREAL	HOT DOG ON BUN CAPSUT DONUT ORANGE APPLE JUICE MILK	PINEAPPLE JUICE COOKIE #1538
WEDN.	JUICE MILK CEREAL	FRIED CHICKEN DINNER ROLL APPLE ORANGE JUICE GRAHAM CRACKERS #143 CHOCOLATE	BLENDED JUICE COOKIES C 184
THURS.	JUICE MILK CEREAL	BOLOGNA AND CHEESE MUSTARD PEANUTS PEACH PINEAPPLE JUICE MILK	ORANGE JUICE COOKIE #1538
FRID.	JUICE MILK CEREAL	TURKEY SAND. ON WHITE MAYONNAISE BANANA orange ~~APPLE~~ JUICE COOKIE #554 CHOCOLATE	APPLE JUICE COOKIE #143

Construction Catering, Inc.

2154 N.W. 24th AVENUE • MIAMI, FLORIDA 33142

SUMMER PROGRAM
MENU

WEEK FROM JULY 12 THRU JULY 16

	BREAKFAST	LUNCH	SUPPLEMENT
MONDAY	JUICE MILK CEREAL	TURKEY SANDWICH ON WHITE BANANA APPLE JUICE CHOCOLATE COOKIE #154 MAYYONNAISE CHOCOLATE	BLENDED JUICE GRAHAM CRACKERS # 143
TUESDAY	JUICE MILK CEREAL	HAM E CHEESE ON WHITE WHOLE ORANGE BLENDED JUICE PEANUTS MUSTARD MILK	APPLE JUICE RITZ # 1654
WEDN	JUICE MILK CEREAL	BOLOGNA SAND ON WHITE WHOLE APPLE ORANGE JUICE CUP CAKE MOSTARD CHOCOLATE	PINEAPPLE JUICE SALTINES # 1519
THURSDAY	JUICE MILK CEREAL	HOT DOG ON BUN WHOLE ORANGE APPLE JUICE DONUT CATSUP MILK	BLENDED JUICE LORNA DOONE #1538
FRIDAY	JUICE MILK CEREAL	HAM TURKEY E CHEESE SAND. PEACH PINEAPPLE JUICE PETIT CHERRY SWEET ROLL MUSTARD CHOCOLATE	ORANGE JUICE RITZ #1658

STATEMENT OF MILLER DAWKINS, MIAMI-DADE COMMUNITY COLLEGE, NORTH CAMPUS

Mr. DAWKINS. Thank you, Chairman Perkins.

First I'd like to thank Mr. Lehman and the Florida delegation for the assistance that we obtained last year when the Congress or someone was ready to stop the funds, to discontinue the program in the middle of the summer. We were able, through Mr. Lehman and the Florida delegation, to get the funds back to Florida to keep the program going. We appreciate that.

Then the second thing I should say is that Miami-Dade would truly like to see anybody sponsor these summer programs so that Miami-Dade could get out of the food business. We are about education. But seeing and realizing that a service had to be done to the community, we get involved in the summer lunch program.

I think here I need to say that as a sponsor, getting the funds through Mr. Hockenbery, one of the requirements have been before I could let a site become a site for me to sponsor, is that the program had to have a 5-hour program. A planned program for 5 hours before we could provide the lunches. So at none of our sites do we have sites where youngsters come, eat, and leave. They shouldn't. They do though.

Chairman PERKINS. Excuse me for interrupting, because it's my intent to hear the entire panel before we question, but the 5-hour plan at your community college, what does that constitute? What takes place during those 5 hours? Any remedial education, recreational activities, or any other community activities other than just feeding? Explain that.

Mr. DAWKINS. Miami-Dade tries to work, we work closely with the Dade County Park and Recreation. The sites we provide lunches to are the parks, the children's centers, and teenage centers where youngsters congregate for the summer. These are the type of sites that we have, where they have recreational programs going, or cultural type activities going during the day.

Chairman PERKINS. What do your cultural type activities include?

Mr. DAWKINS. The cultural types include, they go on field trips. They also have puppet shows that come around to them and then they have arts and crafts that are taught at the sites and the centers.

Chairman PERKINS. Go ahead.

Mr. DAWKINS. OK.

Miami-Dade has 24 sites throughout its service area. When I say its service area, I'm talking about north campus. We have three campuses. I work at north campus. Therefore I'm concerned with the north campus area.

At these 24 sites we feed 6,000 youngsters. If you see attachment 1 in my report, you will see where we coordinate our efforts with three other agencies. That is Ms. Barbieri and the city Miami, to insure that the three of us do not have overlapping programs, and that if anyone in any of the areas that we are serving needs lunches, it's given to the individual that can best serve it.

The majority of the sites that we serve are in the deprived area, and at least 70 percent of those that we serve will be found to be on free lunch program during the regular school year.

A spinoff benefit from our program is that by being with the college we're able to take a portion of the money that's given to us and hire college kids. If you'll see attachment 3 you'll see the number of youngsters from college and high school who have been hired with the funds provided to work.

Now the primary strength, and when I say the strength, I'm talking about our overall program—there will be differences—the primary strength of the program is to meet part if not all of the noontime needs of the children, encourage greater participation in the academic and recreational activities at the site where the lunches are served. We provide further opportunities for the children to eat in a social setting. These are the type of things that we encourage the youngsters to do at the sites that we serve. We provide supervision and assistance through these same people who I told you about we hire, to monitor at these sites, to encourage that the children line up orderly, there is no shouting, no yelling, and also to assist in any way that they can.

The only hang up with this is that we can only hire them with these funds to work during the time that they're feeding, which means that if they were at the site all day, they would have more of a relationship with the youngster rather than just being there from 10 to 2 with the youngster when we feed him, and the youngster is there all day.

We also, and this is the thing that Mr. Hockenbery's office and Miami-Dade has tried to establish and we can't establish it is, we feel that a nutrition program should be instituted with the summer feeding program. Now for 2 years we've tried to write a proposal with which to get this done, but we always run into a hassle with the lateness of the funds and what have you. But it has been our desire to get money early enough to identify teachers, get equipment, work out a program where at least once a day we could have a nutritionist and a teacher to visit a site and spend an hour a day getting youngsters introduced to foods and nutritions, et cetera.

Now the biggest problem with this program is the lateness and the arrival of the grants. Each year we are told at the end of the program that next year you will have the applications before February and each year the applications arrive nearer to June than the year before. And our program is supposed to——

Chairman PERKINS [interposing]. That's because the Department of Agriculture, who has been against the program, to a great degree, has been dragging their feet.

In other words, as Mr. Lehman said, you can lead a horse to water but you can't make him drink.

Mr. LEHMAN. And the chairman is a great horseman.

Mr. DAWKINS. But that's our biggest hassle. If there was any way that these funds, these applications et cetera can be gotten down by the first of the year so that you would not be trying to put a bit out and et cetera, which I will get into. Getting the applications like we're getting them does not give us enough leadtime. By being a sponsor, Miami-Dade has certain functions they have to go through. First we have to go board of trustees to get approval to enter into this contract. That takes a month. Then we have to send—now that the board has approved this concept—we have to send back to Tallahassee to get the forms. Now we've got to send the forms back to Tallahassee to get them approved and back to us. This is another month. Then it has to go back before the board of trustees for approval. This is another 2 weeks. The board only meets once a month. This could be anywhere from 2 weeks to a month. Then we sit down and send our whole package back. Once Tallahassee approves this, then we have to go back to the board for final approval. Then we can put this out on bid. It has to stay out on bid for a month. Then it has to come back in. Then you need time to sit down with the vendor to work out the problems. So January would just about be enough leadtime to give you the 3 months to get these things done.

Another problem which everyone here has alluded to, and it's a problem, and Ms. Barbieri and Mr. Hockenbery have tried to cite a solution, and that is how to get some uniformity in what we are doing. I do not think the standardized menu that we had this year will do it because on page 15 of the regulations they said that, and I quote, "In preparing a lunch program, the ethnic and the cultural background of the youngsters that you are preparing for should be considered." Had this been considered we would not have had the problem with a Jewish community that we had had not we had a standardized menu.

As we all know the summer feeding program is big business. There was a time when it wasn't. Between the three sponsors that I'm familiar with, and that's Ms. Barbieri at the CAA and the city of Miami, we feed 154 sites between three of us. And we feed approximately 7,000 youngsters daily. And that comes out to something like about 17,000 youngsters a week. So let's, for the sake of discussion, let's round that off at 20,000—200,000 a week; 100,000 at 20,000 a day. The Government allows $1.02. So if you multiply that times 100,000, we're talking in terms of $100,000 a day. So consequently everybody is interested in getting into the act.

Now I'm happy to see the school boards becoming interested. They should have been interested 5 years ago. But nobody was interested in this program when the maximum allowable money was 41 cents. They said, Oh, don't bother with that. It's not worth it. But now when you're talking in terms of $1, you get vendors and sponsors and all coming out of the woodwork. Like you say, they're coming out now to rip the program off. So guidelines have to be established to prevent this ripoff, to insure that the moneys that the Congress allocates for these services, this is what happens to the money.

Chairman Perkins. Would you agree that those guidelines should be established at the State level or at the Federal level?

Mr. Dawkins. I would say in order to carry any weight they should come from a Federal level because if you allow them to be established at a State level, you're going to get partialities and impartialities and what have you. I would say at a Federal level.

Now to get back to the one sponsor, one vendor concept. Perhaps you do need a one sponsorship. But in my opinion I do not see how this would work because you have Miami, the city of Miami; you've got the Dade County, which is an incorporated area; you've got Homestead; you've got Coral Gables; you've got Miami Beach, and to talk in terms of one spon[illegible] to me is too much. To talk in terms of one vendor is too much. Because if one vendor is trying to buy apples for a program constantly and running apples very day, you're going to run into problems. But if we've got more than one vendor they're able to dicker and perhaps get a better price for the foods and what have you.

Now another problem that we have here is historically under Ruth Waskey's supervision. If there were any questions concerning the contract between the vendor, it was ironed out before the USDA people signed the contract. Once the contract was approved, all differences between the sponsor and the vendor had to be settled between the vendor and the contractor. Never did Mrs. Waskey arbitrarily decide something. This year Mr. Hasting, and this is no reflection on him, and I'm pretty sure what Mr. Hastings is doing is not with malice, he's merely trying to get the job done. But under Mr. Hasting a vendor has been able to do things contrary to the contract she has signed with Miami-Dade. I think in the future it should be spelled out. Either you have a vendor-sponsor relationship or you cut out the sponsor and you've got a vendor-USDA relationship.

So my recommendation is that sponsors should be able to draw up their own menus as long as it meets the USDA requirements and the cost does not exceed the maximum allowed. Also treat foods such as ice cream, watermelon, potato chips, et cetera, should be offered at intervals to make lunches more desirable. That a nutritional program be implemented to run concurrent with summer feeding programs at each site. At each site there should be a 1-hour nutrition period each day where youngsters would be introduced to the world of nutrition and we would attempt to change the eating habits of those without what we consider to be good eating habits. That cultural and ethnic background of youngsters be taken into consideration when menus are drawn up. If meals are present that reflect this, then that would be greater participation. Also when contracts are awarded, experience gained from being in the field should be given the same power as administrators who sit behind the desk.

Thank you.

Chairman PERKINS. Thank you very much. Pass the mike over to the next gentleman.

Go ahead. Identify yourself and start.

[Prepared statement of Joseph M. Deutsch follows:]

PREPARED STATEMENT OF JOSEPH M. DEUTSCH, PROJECT DIRECTOR OF THE SUMMER LUNCH PROGRAM, BORINQUEN HEALTH CARE CENTER, INC.

While over 70,000 free and reduced-priced lunches are served daily during the regular school year in Dade County, Florida, the Summer Food Service Program for Children is reaching at best 65% of this group. It is for this very obvious reason that the program can be deemed far from a success in this community, in setting out to accomplish its worthy aims as stated in the new amendments.

The rule where if one-third of the children are eligible for free or reduced-priced lunches at any site, that then the other two-thirds of the children are not subject to any means test, in the Summer Program is an excellent one, and it would seem that in excess of 70,000 meals would be served in the County.

There are obviously many reasons why this hasn't taken place and an attempt will be made to zero in some of the more obvious ones based on the outreach work done by our particular program.

The Food and Nutrition Service of the Department of Education of the State of Florida, has made what appear to be rather arbitrary decisions in interpreting many of the guidelines which have a rather adverse effect in this community.

In Florida, each site as well as the sponsor must have a 501 C 3 status from the Internal Revenue Service, thereby eliminating a very large constituency namely the Cuban private schools. In the Cuban community a large percentage of homes have two working parents, thereby necessitating a type of school where the children can be dropped off early in the morning and not be picked up until very late in the afternoon. Being that the public school system does not offer that service, these hard working people send their children to these private schools which operate as extended day care centers in a manner. A majority of children attending these schools would be eligible for free and reduced-priced lunches if they were attending public schools, therefore they should not be deprived of this food service because of their school situation.

The selection of sponsors has posed a great problem in this community, where any non-profit organization has been let become one regardless of performance in the past in any sort of social service operation. This and the notification of approval of both sponsorship and sites in the month of June, days before the supposed implementation of the program has brought havoc to this community, in not being able to disseminate information in the community about the concreteness of where food and programs will be available until the last minute.

With many people in this community from totally different ethnic backgrounds with varied tastes, it seems to make no sense to have a standardized menu where much of the food is totally unappealing to the constituency that it is supposed to be serving and if food more suited to the community's tastes can be had with the proper nutritional content than this should be allowed.

Regarding the lowering of the maximum eligibility age to 18, there is essentially nothing wrong with this except in one area, which concerns the mentally retarded. Where many other Federal programs allow for this group to be considered as minors, this program does not make this allowance, thereby depriving many members of this unfortunate group to be deprived of these nutritional benefits.

The program as enacted by Congress is a beautiful one with much promise but unless these rather simple but basic problems are alleviated in the future it will continue to remain grossly under-utilized in many areas such as here in Dade County.

ELIGIBILITY

Free Medical services for the needy in the Wynwood area and other eligibles.

- Sliding scale for those of limited resources.
- Other cases on an emergency basis.

TARGET AREA

Although our original primary target area is the one comprised from N.W. 7th Avenue to Biscayne Boulevard, and from N.W. 20th Street to N.W. 36th Street, patients outside this area are also provided services under justifiable circumstances.

HOURS OF OPERATION

The Center is presently open from 8:00 A.M. to 8:00 P.M. serving patients on an appointment and walk-in basis.

CENTRO DE SALUD BORINQUEN
UN CONCEPTO DE FAMILIA
161 N.W. 29th STREET MIAMI, FLORIDA
PHONES (305) 576-1878 / 576-1879 / 573-6878

Borinquen Health Care Center, Inc.

CENTRO DE SALUD BORINQUEN

"LA SALUD DEL PUEBLO ES LA MAXIMA LEY"

A NON-PROFIT COMMUNITY PROGRAM

80-005 1105

BORINQUEN HEALTH CARE CENTER, INC. formerly Clinica Borinquen, Inc., is a Department of Health, Education, and Welfare funded program, created to provide comprehensive health care services to patients from the Wynwood area of Miami as well as to other eligible patients.

The Center opened its doors on May 20, 1973 with a total staff of less than 10 people. It initially provided services on a episodic care basis due to a limited staff and funds. Today, with a total staff composed of approximately 43 members, it is better equipped to meet the needs of the family unit within the community, thus emphasizing its philosophical aims towards comprehensive health care.

Being responsible to the community, the Center is directly overseen by a policy-making Board of Directors composed of five consumers, five providers, and five members at large, who guide the constant evolution of the institution.

SERVICES PROVIDED

MEDICAL SERVICES

- Physical check-ups (routine and non-routine)
- All phases of out-patient medical treatment
- Clinical diagnoses
- Laboratory analyses
- Electrocardiograms
- X Rays
- Pediatric, Dermatology and Cardiology clinics
- Back-up facilities for hospitalization purposes
- Emergency Consultation
- Training Center for Manpower
- Training Center for Family Physicians

DENTAL SERVICES

SOCIAL SERVICES

(dealing with different aspects of family problems):

- Family and individual counseling
- Welfare problems
- Housing problems (referrals)
- Legal problems (referrals)
- Drug addiction (referrals)
- Disability forms
- Mental Health (referrals and consultation)
- Medicaid and Medicare (referrals and orientation)

PROGRAM OBJECTIVES

- To develop the center in such a manner so as to provide to all members of the Community and the County at large the best and most comprehensive services in the most efficient and effective way.
- To continuously keep abreast with the advancements made in the health care delivery field in particular, and community services in general in order to constantly improve the quality and range of our services.
- To involve the community in the policy-making body through education, to insure that services are accountable to the community served.
- To insure that secondary and tertiary care is provided when needed in an adequate manner.
- To educate the community as to proper health care practices.

STATEMENT OF JOSEPH M. DEUTSCH, PROJECT DIRECTOR OF THE SUMMER LUNCH PROGRAM, BORINQUEN HEALTH CARE CENTER, INC.

Mr. DEUTSCH. Yes. My name is Joseph Deutsch. I'm the project director of the summer lunch program for the Borinquen Health Care Center. And on behalf of the center, would like to thank you, Mr. Chairman and Congressman Lehman for bringing the committee down here to hold the hearings.

This is our first year in the summer program. We got into the program in that we saw a great underutilization of the summer lunch program in Dade County. And at the present time, during the regular school year, as stated before, there are 70,000 free and reduced priced lunches that are served in the schools and during the summer lunch program there are maybe 40,000 to 45,000 lunches served presently.

And getting into the idea of a single sponsor in relation to this, I think the average work by all organizations, including our own, obviously is inadequate. That we haven't served the 70,000. When one talks of the single sponsor, the principal of the idea is fantastic. But in terms of getting out to each of the different communities it hasn't worked.

Now in terms of the program being further implemented, there have been several decisions made by the Florida Department of Education food and nutrition service which were made with the best of intent. But in our position we don't particularly with. One of them being that every site where the food is served must have a 501 C 3, a non-profit IRS status as well as a sponsor. Now one of our large constituencies in Dade County of children who would be eligible for their meals otherwise, is the Cuban private schools. Now Cuban private schools, which the overwhelming majority have no problems with any civil rights laws or violations or whatever, provide a particular need in this community. Many people who are refugees from Cuba have homes where both adults in the family work. They drop the kids at the schools like 7 or 7:30 in the morning and don't return to pick the kids up at the schools until maybe 5 or 5:30, a service which is not provided by the Dade County school board. And these children are not put in private schools because of trying to be exclusionary from the public school system, or because of being rich or whatever, but strictly because this allows both parents to work. You know, they need the incomes. And the Cuban schools have been disallowed you know, to have the programs and a majority of the children would be eligible in terms of their economic status. We're quite grieved by this.

On the Federal level, in terms of the legislation many Federal programs or most Federal programs treat retarded people as minors in terms of receiving benefits from these programs and in terms of the summer lunch program, the maximum age of 18. We have, for instance, as one of the sites that we sponsor, Good Will Industries. We service approximately 500 retarded people for 8 to 10 hours a day, and nutrition could be provided by this program. But because of the 18-year age limit there are no benefits or special status, these people aren't being served.

In terms of what Mr. Dawkins said, in terms of having menus suited to ethnic tastes, we strongly go along with that. This is a community that is a melting pot and black kids and Puerto Rican kids and Jewish kids don't necessarily have the same tastes. And as long as the menus would meet a nutritional requirement as established by USDA, and would fall under the proper economic guidelines not to exceed the maximum allowable, we are very strongly supportative of this.

One of the things that we have particularly tried to make a point of—and I was very happy to hear Congressman Lehman say this—was the idea of not dumping food on the sites. I personally was involved, before Borinquen Health Care Center, with one of the outside programs, special programs for Americans of the infamous Rabbi Benker of New York, and when bids came in under that program at the maximum of $0.75 cents allowing for no other services to be provided such as helping out with our funds for recreation and program or site supervision or recordkeeping, it was at that time that myself and my associate, went to Mr. Hastings, Mr. Hockenbery, and Mrs. Waskey, to tell them we were up against the wall so to speak. And due to their help this was not allowed because they were just dumping food on children which is far from the intent of what the program was supposed to be. And that it shouldn't be this way.

And just in conclusion, I feel that the main thrust in terms of next year and the years after, are to feed each and every child who is receiving the free and reduced priced lunch during the regular school year. And it's the under utilization of the program of which we are all responsible for, something that is intolerable and we have to get on the case and do something.

Thank you.

[Prepared statement of Louis J. Tasse follows:]

PREPARED STATEMENT OF LOUIS J. TASSE, CONSULTANT, COMMUNITY SCHOOL PROGRAM, DADE COUNTY PUBLIC SCHOOLS

Mr. Chairman and members of the committee: The Dade County Community School Program of the Dade County Schools is pleased to assist the Committee in its work by participating in these Hearings. The Dade County School System operates one of the largest public school Community Education and Community School Programs in the nation. It was the first school district in the State to recognize the need for making maximum use of publicly owned facilities to improve services to the people of Dade County, and to provide a process for more effectively meeting the needs of people of all ages on an around-the-year, round-the-clock basis. This school district, the sixth largest in the nation, has provided leadership in developing the concept of Community Education for more than 15 years, through its School Board, administration and staff, and through close cooperation and coordination of the program with its many co-sponsors and participating agencies.

During the 1975–76 year, more than 95,000 different individuals of all ages (approximately 55% children and youth 17 and under, 34% adults and 11% senior citizens) participated in the Dade County School's Community School Program at 57 Community School centers. In excess of 135,000 persons per month participated in a wide variety of educational, social, cultural, recreational, enrichment, family and other community service programs. The program has assisted the school system and other agencies to bring and deliver services closer to the people. Additional information on the Dade County Community School Program is provided in the attached report, entitled "Dade County Community School Program Evaluation Report and Plan for Improvement and Expansion", submitted to the School Board by the Office of the Associate Superintendent for instruction. It is precisely because of the development of the Community School Program in Dade County over these past 15 years that the school system involved its Community School Program as the sponsor of the 1976 Summer Food Service Program for Children, since a large number of school centers were already implemented as year-around community centers throughout the county. This is the first year that the Community School Program has served as the sponsor of this project. Although the Community School Program has officially been involved in the Summer Food Service Program for Children in Dade County for slightly over two months, we should like to submit the following recommendations to the Committee for possible inclusion in the regulations of this project in future years, or for your consideration in updating PL 94–105. Our suggestions are as follows:

(1) To qualify, present site eligibility standards require ⅓ of the students to be served meals must be eligible under the free and/or reduced price lunch standards. Essentially this means that a site may be eligible to participate in the program even if two out of three students do not ordinarily receive free or reduced meals. This requirement should be changed so that at least 50% of the students served by a site under this program would need to be eligible.

(2) The present law does not appear to recognize differences in the cost of providing the program in different parts of the country or even in different parts of the state. Especially in urban or high cost areas, some cost differential should be used in determining the amount of funds to be received by sponsors of the program. An urban area like ours simply does not receive sufficient reimbursement through this program to operate the quality program needed in this area. Food costs, cost of preparation, delivery, salary, and wages of employees, site supervision, program monitoring, auditing, supplies, etc. may not be adequately funded under the present plan.

(3) In my opinion, the current regulations permit unnecessary proliferation of sponsors in an area, thereby increasing the possibility of: (*a*) duplication; (*b*) wide range of quality of food and service; (*c*) excessive monitoring; (*d*) excess of records keeping; (*e*) auditing; (*f*) delivery; (*g*) supervisory; and (*h*) the like.

In my opinion, Dade County should have one sponsor of the Summer Food Service Program for Children. If this were the case, far fewer sites would be needed. Since public schools could serve as primary sites (they already have competent year-round cafeteria personnel, facilities, equipment, monitoring and record keeping systems, etc.), a more uniform quality of food program and service would be provided, variety in the menu could be improved, management and administration could be improved.

(4) Through our short experience in the program, it is obvious that improved training programs should be developed and cost provided for within the contract. Training programs should be provided by the state and the local sponsor, so that all personnel involved in the Summer Food Service Program for Children could receive adequate information and training prior to the initiation of the program, and to permit advance planning by the sponsor and all agencies to be involved in providing the service.

The Summer Food Service Program for Children is definitely a service which needs to be provided for eligible children. There certainly are many problems in delivering the program to the needy of our community. Improvements in the program certainly should be made.

I sincerely feel that those agencies, sponsors, and many persons involved in providing this program for the needy children of Dade County should be commended. The State of Florida Food and Nutrition Management Department has assisted us in many ways. There is no question in my mind that were it not for these many people concerned with the welfare of Dade County's needy children, the accomplishments of the program this year could not have been realized. Far more needs to be done, however, by all of us to improve the program, and to provide a higher quality of service to these young citizens. Thank you for giving me the opportunity to present these few ideas, and it is my hope that they will assist you in some small way.

STATEMENT OF LOUIS J. TASSE, CONSULTANT, COMMUNITY SCHOOL PROGRAM, DADE COUNTY PUBLIC SCHOOLS

Mr. TASSE. Good morning. Welcome to Dade County. We thank you for coming here. I'm Lou Tasse, the person in charge of the community school program for the Dade County school system.

Now this year for the first time we're serving as a sponsor of the summer food service program for children. We've been involved in previous years to some degree and worked with Miller and the C.A.A. and other agencies who were sponsoring the programs attempting to assist in meeting the need for serving food to needy children during the summer.

Most of the main points that I have in my testimony have already been made but I want to hit a couple of them again if you'll let me in my oral commentary here because I think they're very important.

I think it's somewhat of a miracle from our sponsorship's point of view that we've been able to come up with nearly 8,000 a day that are receiving meals in the summer food service program for children sponsored by us. I think that's attributable directly to the good quality of help that the Food and Nutrition Department has given us. Without their assistance in being able to very quickly organize themselves and the cafeteria managers to organize those meals and without competent staff and facilities and equipment which are already in the public schools, I think we would have been totally unable to serve this number of children through the program.

There are many problems with it because we're rookies in it from the sponsorship aspect. I think that—I don't know about all the time it took other agencies to get their programs going—but we've only been involved about 2½ months and during that time I've found George Hockenbery's office and Jack Hasting especially here in Dade, to have been extremely qualified and helpful people to the development of our program. And we do appreciate the work that they've done. They know the food business which we don't. But we think we know something about programs for children. And we feel like we've gotten it on the road and beginning to get those two things together.

One of the things that worries me so much and one of the reasons I was so interested in having the community schools get into this is I always worry about all the kids that are eligible that aren't eating. And I thought that perhaps, with the school system taking a more important role with as many school sites as there are in Dade County, that it might give us an opportunity to pick up that slack between those, that 50 percent that the Congressman spoke about earlier, who are now being served during the summer, and I wonder what's happening to the other 50 percent. I don't believe they've all gone on vacation at the same time. I'm sure that there are a lot of eligible children who are not eating meals. And I worry about that. And I thought about the eligibility standards of the law which said that a third of the persons served at a site would need to be either on a free or reduced price meal, and in spite of the fact that I'm usually on the other end at this point, I'm usually saying we don't even have that kind of requirement, this time, in this case, I think I would have to suggest that maybe you ought to seriously consider raising that from 33⅓ percent to perhaps requiring 40 or 50 percent of the students at a site to be eligibile under the free or reduced price meals. I think this could be done without cutting back on the number of needy children. I think in fact it would improve the meal service to the needy children in Dade County.

And so I suggest that maybe you take a look at that.

Chairman PERKINS. Of course, there is a great deal of feeling both ways on that issue. There are always people against it. Some of the best experts believe that you should have a universal free feeding program, which is the concept that you do not agree with, and mainly which the Congress does not agree with. I've always believed that for our schoolchildren in that area, we could afford to go all the way. But the majority of the Congress favors your viewpoint.

Mr. TASSE. Well, if the law were such that it were going to be an all-the-way feeding program I would be very happy with it. But since it's not that then I make the suggestion as perhaps a method by which we might reduce, eliminate one of the problems I feel we have in Dade. We've just got too many sites serving meals in Dade County. There's just too many sites because too many people in too many areas and too many spots and facilities can qualify under the present regulations. And that's precisely why I think that in the visits the committee made yesterday they found three or four——

Chairman PERKINS [interposing]. Excuse me for interrupting. What would you suggest, we use schoolbuses to bring children to the consolidated sites?

Mr. TASSE. Yes, I would believe that we would be better off if we could reduce the number of sites and have more consolidated serving in certain areas. If it required some transportation then I think that ought to be taken into account in the funding of sponsors or areas. I don't think it would require a great deal. I think that since we're talking about, and I believe that the meal program should be part of an ongoing worthwhile program of enrichment or education for children, then we might do well to transport some of those children to places where these kinds of programs are available and where we can see that they're properly fed if they're eligible.

As I said I've only been involved as a sponsor for several months and kind of shirt-tail involved for several years. So I'm just making my candid remarks in hopes that one of them might——

Chairman PERKINS [interposing]. That's the only way we can write legislation, to be perfectly candid with each other and do a good job.

Mr. TASSE. I think we would be better off. I can see some problems with it, but I think we would be better off in Dade if we had one sponsor of the program in Dade County. Maybe that sponsor would be the Metro Commission, maybe it would be the school board, maybe it would be the City of Miami Commission, or some large governmental agency that has the ability to manage and administer a program of this scope.

Chairman PERKINS. To get all the groups together?

Mr. TASSE. But I would think that that should not occur without involvement of all the other many fine people and agencies that have been working for years to try to see that children are properly fed and provided with good wholesome nutritional meals during the summer. And I think that that is workable. And I think that kind of supports a statement that Betty Lou made about the coordination. I think it's got to be a very definite and required part of the sponsorship, I believe.

A third item I think has been lacking this year. I know it has been for us because even though we've tried to have several training sessions, we just haven't done a good job with that. We've had to put people, site administrators and supervisors and so forth, into areas without being able to give them enough background and then kind of work as we go and get beyond the job and try to correct problems as quickly as we can. I don't think that's the best way to do it. I think that could be resolved though by much earlier funding of the program and perhaps 6, 8 months advance planning so that we can begin and have the State have a workshop in Dade for all the sponsors in Dade and Broward. Work with them, get our forms standardized, our menus agreed on how we're going to handle the logistics. And then to have the local sponsors begin to meet and seek out their staff that would be involved in this program and work with them and really plan for it so that we could, as somebody else said, have the whole program that everybody would be very proud to have their own child participate in if they were eligible.

My one last comment is that, and I'm not sure about this at all and I kind of put it in my remarks—there will probably be a lot of people that disagree with me—but it seems to me that in the funding of the program there may be an inequity in that between areas of the State, or between sectors of the country, the cost of living might vary to some degree and there might be a need for some kind of an index or some kind of a differential to be utilized in order to permit those districts, especially I would see this as true in urban districts and so forth, and high cost areas where it might cost you a lot more to hire your cafeteria help and to prepare your meals with your salaries and wages that you have to pay than it might in some other areas. And if there were a way to take care of that you wouldn't find yourself using money that you otherwise would use for program site administrators and supervisors to cover the cost of the preparation. And so I suggest that cost differential as a possible thing to be explored by your committee.

I think these are all of the main comments that I wanted to make. I do feel that more advance planning, and we've only been in it for several months, so I know we need more advance planning. But I think that one sponsor, cut down on the number of sites and take a real close look at the eligibility and see if there was some way that we could get that other 50 percent or 40 percent or whatever that number is that we're missing in our community and try to reach them and improve the program.

And thank you for coming to Dade and I appreciate the opportunity to speak to you today.

Chairman PERKINS. Mr. Lehman?

Mr. LEHMAN. Mr. Dawkins, on page 4, I think it's just a matter of semantics, you refer to 208 sites. That's the number of sites in Dade County, I guess.

Mr. DAWKINS. That's the number of sites, Mr. Lehman, that Miami Dade CAA, Community Action Agency and the city of Miami serve.

Mr. LEHMAN. That's the number of sites that those three sponsors serve. And how many of those 208 does Miami-Dade serve?

Mr. DAWKINS. Twenty-four sites.

Mr. LEHMAN. You serve 24 sites?

Mr. DAWKINS. Twenty-four sites, yes, sir.

Mr. LEHMAN. And you serve those 24 sites. You hire 61 people to supervise those. That gives you not quite three people per site?

Mr. DAWKINS. Yes.

Mr. LEHMAN. Now we were over at one of the park sites that you serve and we saw people, we saw the supervisor for the park service and we saw people from manpower, but we didn't see any of the people from your sponsor.

Mr. **Dawkins**. What site was that, sir?

Mr. **Lehman**. Sherbondy Park.

Mr. **Dawkins**. Sherbondy Park. There should have been two young people there passing out the food.

Mr. **Lehman**. Actually we got there after the food had already been passed out.

Mr. **Dawkins**. We can only pay them, Mr. Lehman, for the time they work with the food. So if they were through feeding they were not there.

Mr. **Lehman**. You contract—I'm trying to get it straight in my head—you contract out to Construction Catering. Does Construction Catering deliver it, or do you deliver it?

Mr. **Dawkins**. We put it out on a competitive bid. Construction Catering were the lowest bidders with the lousiest lunch.

Mr. **Lehman**. Which I want to mention in a minute, but go ahead.

Mr. **Dawkins**. We contract with them. She provides the food, period. All we do is make the contract. She delivers the food and we pay.

Mr. **Lehman**. Who delivers the food?

Mr. **Dawkins**. The vendor, Construction Catering.

Mr. **Lehman**. Then what do you need two people there for when the Construction Catering is delivering food. What do the two people do, take it from the person of the vending truck and then hand it to the child, or how does that work?

Mr. **Dawkins**. There are two people there for three purposes. No. 1, to account for the food when it arrives and to be sure what we paid for is what we got. The second thing they do is to monitor the food to see that the youngsters do not throw the food away, to eat it. Try to encourage them to eat it. The third thing that they are there for is to see that the USDA guidelines are adhered to, particularly the one that no youngsters should leave the grounds with food. But I stress on them, in the area where I am, merely by voice only attempt to stop someone from leaving with food. Do not bodily attack anyone because you'll get your head torn off.

Mr. **Lehman**. Well, what does bother me is that the supervision of the lunch program seems to be in a kind of cocoon, separate from the rest of the program and not related to that. That you have control over the behavior and the performance and the activities of the kids only while they got that lunch in their hands. And before and after that, the prime sponsor of the program has nothing to do with the activities of these young people.

Mr. **Dawkins**. That's correct.

Mr. **Lehman**. And to me that in a sense doesn't really relate to the problem of the young people that we're trying to help over the summer program.

Talking about the food, I had one of the lunches yesterday and for the first time in my life I bit into a sandwich and it looked like ham and it tasted like ham, but it was turkey. And I don't know how deceptive we can be with the children if it is supposed to be ham-flavored turkey, and I never had heard of that before. And I think it's not the kind of educational type of process that we want to subject our kids to. But the rest of the lunch was pretty good. But I don't believe we should practice deception on our children, and the next day give them turkey-flavored ham. It was just rather amusing.

And the other thing is, I don't know if you've got any thing to do with this, I don't think so, but they had an abundance of manpower of youngsters that were there under the manpower service. But the manpower kids were without supervision and it wasn't really part of the lunch program. But it was a rather depressing kind of situation there in which the school lunch program, the summer lunch program was involved.

Chairman PERKINS. I want to ask you to yield. Mrs. Maxine Fleming advises me that you arrived at the spot before the food was served.

Mrs. FLEMING. The P-3 people who Mr. Dawkins mentioned that participate in receiving, checking, and distributing the food were on hand during the time that the food was in process.

Mr. DAWKINS. Thank you.

Mr. LEHMAN. I'm glad to know that. I couldn't tell because I had gotten there late.

Mr. DAWKINS. Mr. Lehman, don't feel bad. I catch hell every year about this program and I don't mind it.

Mr. LEHMAN. All right. I just wish your group could extend itself out into the full program. I think they could probably do a better job by just not only being responsible for the lunch and the performance of the kids during lunch.

Mr. DAWKINS. Then write that in the regs and we'll be glad to do it.

But if it pleases the Chair and the committee, I do not feel as everyone feels, and that's my personal hangup. I have a lady working with me whom I think, if the committee would give her 5 or 10 minutes, she could give the committee some insights into some things that she has about commodity foods could be tied in with this program to produce a better program.

Mr. LEHMAN. That will be up to the chairman.

Chairman PERKINS. One further question.

Who determines what the menu will be for a particular site?

Mr. DAWKINS. Prior to this year the menu was worked out between Mr. Hockenbery's office, whose representative was Mrs. Waskey, and the sponsor. This year, as you see here, a standard menu was devised for the State and there again you have to know the history to know why this was devised. For years we have tried to stop the competitive cutthroat bidding in Miami-Dade. That is when I say we, the USDA Office and us.

If, for the sake of discussion, if the maximum is one *x* for a lunch and every other vendor comes in at three-fourths *x*, or in that vicinity, and another vendor comes in at one-half *x*, he can only produce this lunch if he has inferior service, inferior materials, or something. So in order to try to stop this from happening because this is what happens, it's been happening year after year, we pay for what we get which is the lowest quality lunches we can get.

So therefore, it was sought that if a standardized menu was devised, that each vendor had to bid on this menu, then that would stop the sort of cutthroat competitive bidding. So this was devised by the State, I mean, I think, in Mr. Hockenbery's office and sent down for every sponsor to put out for the vendors to bid on.

Chairman PERKINS. Any further questions, Mr. Lehman?

Mr. Lehman. One real quick question. You pay 64 cents to the Construction Caterers for the lunch?

Mr. Dawkins. Yes.

Mr. Lehman. Then you collect, as a sponsor, how many cents for the lunch?

Mr. Dawkins. Sixty-one cents.

Mr. Lehman. You lost 3 cents? Now, I'm trying to figure out what does Miami-Dade get out of the lunch program. You're contracting now 64 cents a lunch.

Mr. Dawkins. We don't get anything.

A Voice. We get 80 and three-quarters cents for food.

Mr. Lehman. Your contract calls for 64 cents per lunch?

Mr. Dawkins. Yes.

Mr. Lehman. What do—in other words, where does the money come from to pay for these 60-some-odd people?

Mr. Dawkins. It comes out of the administrative cost that's allowed plus a nonfood service cost allowed.

Mr. Lehman. You have an override that takes care of that?

Mr. Dawkins. Yes, sir.

Mr. Lehman. And how much is that per meal, do you know?

Mr. Dawkins. No, sir. I don't.

Mr. Lehman. It's about 6½ cents you get override?

Mr. Dawkins. Correct.

Mr. Lehman. I don't get it. I'm just trying to figure out what monetary role does Miami-Dade get.

Mr. Dawkins. Up to this year Miami-Dade has gotten no monetary gain. This is merely a service that has been provided by Miami-Dade. Just like my service and all the services of Miami-Dade are contributed as a service. Now, this year we put in for, I think, something like 3 percent of the total budget for indirect costs. But this was the first year it was put in, and it's still in question now as to whether it be allowed or not. But Miami-Dade receives no monetary value at all for this program.

Chairman Perknins. But you do receive 87¼ cents for food and labor and administration?

Mr. Dawkins. It's available, yes, sir.

Chairman Perkins. It's available.

Mr. Lehman. What I'm trying to say, do you get the difference between 87 and 64? Do you keep the difference?

Mr. Dawkins. No, sir.

Mr. Lehman. It's not there?

Mr. Dawkins. No, sir, it's not there.

Mr. Lehman. Then, if your lowest bidder is 64 cents, then really the kid is entitled to 80-some-odd cents, they're entitled to better food but you have to give it to the lowest bidder.

Mr. Dawkins. Yeah; that's my argument, Mr. Lehman. Every year—and Mrs. Waskey's also—every year we argue that if the Government says, like you say, that 84 cents should be spent on lunches, somebody has to have an idea what they would cost.

Mr. Lehman. Well what I'm trying to do is turn this around. Instead of who can bid the lowest for the lunch, is who can give the most and best food for 84 cents.

Mr. Dawkins. Yes, sir, that's the way it should be turned around. Yes, sir. And that's the same thing that Mrs. Moore has said. If you would give her 5 minutes, she has some points that she would give how the 80 cents could be tied in with commodity foods which I'm not familiar with.

Mr. Lehman. I think we've got the bidding reversed. We should try to get the best and the most food for the money instead of trying to get the cheapest price for the least amount of food for the minimum requirement.

Mr. Dawkins. I agree, sir.

Chairman Perkins. I think there's a little mixup here. Mr. Hockenbery, do you want to make a statement?

Mr. Hockenbery. Mr. Dawkins, you are claiming 87 cents.

Mr. Dawkins. For lunch?

Mr. Hockenbery. Yes, sir, you are.

Mr. Dawkins. Well, 87 cents. That must be for the supplement and the lunch.

A Voice. Eighty-seven and a quarter, 21 and a quarter plus a penny and a half for the supplement. He's getting it all. They get every cent of 't.

Mr. Dawkins. The only thing that Miami-Dade is getting—OK, the only thing that Miami-Dade gets is what they have paid out. This is a direct disbursement.

Chairman Perkins. And that could be 87 and a quarter, what you paid out?

Mr. Dawkins. Yes, sir. What we paid out is 87 cents. Now, I don't know how they can say Miami-Dade received 87 cents when Miami-Dade has not submitted a requisition for any money. So I don't know how they can say Miami-Dade got 87.

Chairman Perkins. A reimbursement thing?

Mr. Dawkins. Yes, sir, it's a reimbursement thing. They only reimburse Miami-Dade for the actual cost that they spent.

Mr. Lehman. Mr. Chairman, there seems to be two different stories here. Some people are saying Miami-Dade is now getting 80-some-odd cents per lunch and Miami-Dade says they're not getting 80-some-odd cents for lunch. I think somewhere along the line somebody should establish what is Miami-Dade getting, what are they paying for the lunch, and where does the difference go.

Chairman Perkins. I think it's just a matter of a mixup. I think everybody is honest. But let's let the lady come up here that's got the figures and administers the reimbursement.

Identify yourself for the record.

Mrs. Waskey. I'm Ruth Waskey and I'm the area program specialist for this area. I have been with this program for 8 years. I administered it myself until the last few years. I know the program and would like to correct Mr. Dawkins. Miami-Dade Community College gets every cent that they are allowed. They use the money for administration. The college does not get it and keep it. They use it to hire people; they use it to purchase food. They have always gotten the maximum. They have gotten it when it has been available. They have gotten it. They get 80¾ for the food. They have used the 16¾ cents which they got in addition to the 64, they have used it to hire site supervisors. They have used it. They generally get the whole thing. They always have.

Mr. LEHMAN. But the question is, there is a limit under the law, of 6 point some cents for administration.

Mrs. WASKEY. Right, yes. OK, they get that plus, because their bid was only 64 cents, they get 16¾ cents additional for site supervision, for local site supervision. The maximum for the food, for the administration of the food part, Congressman Lehman, is 80¾ cents. If they spend it all on food then they have no money to hire site supervisors, local site supervisors. If they do not spend the 80¾ cents, they get 16¾ in the case of Miami-Dade Community College, to use to hire site supervisors. We have discussed this with Mr. Dawkins and his staff. There's no question that they get whatever is available. They have every year. They don't make any money. That college does not benefit in that they get any extra money. But they get money to hire their college people, to hire Mr. Dawkins.

Mr. LEHMAN. I think I got the picture in my mind. It seems to me that the way the college is—and I've been trying to get to this—is spending 64 cents for food, 6½ cents for administration, and 16½ cents for local people to supervise the program. That's what I'm trying to find out. Now if you spend more money for food you'd have less money for the 16½ cents?

Mrs. WASKEY. Right. And may I make a comment about the bidding procedure? We have said every year in the State of Florida that they could spend every cent for food. But Miami-Dade Community College takes the lowest bid regardless of what is available. Because that's the way their procedures are. It's the same thing with the city of Miami and the rest of our other programs, where they go for bid. Except I might compliment Dade County Community Action. Last year when they took the bid for the best food and not simply because it was the lowest bid, and this is the way it should be written. And we have a very hard time with the municipalities who have specific bidding procedures, that say you must take the lowest bid. And I would like also, if I may, since it's in my speech, to speak to this thing on the menus. Everyone of our sponsors and every one of our vendors in the last several years have begged the State department to provide menus. Because as Miller said, there has been so much hassling about bidding on oranges and apples, and it was the request of the vendors and almost every one of the sponsors, particularly in this area where most of them have to go to vendors, that we have a specific standard menu provided by the State. We did it last year, and at the end of the year they asked us to continue this and the vendors even asked for it because they felt that they would have a fair chance to provide the same kind of food. Unfortunately—and this year we also used our money, Mr. Hastings did, all of the menus and the specifications so that if they followed them and were honest about them, the vendors should be providing the same food for 64 cents or 80¾ cents if they followed our menus, and unfortunately that has not been the case.

Mr. LEHMAN. I understand the problem, but I still haven't got it real clear in my mind that the more you spend for food, the less you have to spend for local people to supervise it and you can't have it both ways.

Mrs. WASKEY. Right. Now, Congressman Lehman, there is this too. For instance in Broward County where we have a single sponsor, many of the organizations are providing, for instance parks and recreation are providing their own personnel and not getting money from us. They are providing, under the parks and recreation, under manpower and so forth, they are providing the funds in addition because the school board felt that they had to have the total 80¾ cents.

Mr. LEHMAN. This to me only reinforces my opinion the need to get the kind of uniformity in the system, and if we don't get it we're in trouble.

Mrs. WASKEY. Right.

Mr. DAWKINS. I'd like to comment on what Mrs. Waskey said. I hope the record does not reflect—I was under the impression it was being said that Miami-Dade got 80¾ cents for a lunch. Now when she said that Miami-Dade utilizes all that it can utilize, this we do by hiring other people. But I was listening and I thought I heard her say that Miami-Dade received 80¾ cents to pay for a lunch that we were getting for 61 cents.

Chairman PERKINS. It was altogether a misunderstanding. There's no problem about that.

Mr. LEHMAN. I understand the difference was going for jobs which becomes partly a jobs program which is also needed as well as the food program. But I'd like to see the money really related to food more than jobs.

Mr. DAWKINS. You wouldn't like to see that any more than me. There is no one in here that can attest to the fact more than anybody who has fought for a lunch to come in at the maximum amount of money than me. Nobody.

Mr. LEHMAN. I agree with you. We're on the same side.

Chairman PERKINS. Any further questions?

Mr. RADCLIFFE. No questions.

Chairman PERKINS. All right. Let me thank all of you. You've been very helpful to the committee.

Our next panel is No. 3, Mrs. Maude S. Lee, executive director of the Palm Beach Community Action Council——

Mrs. WASKEY (interposing). Mrs. Lee is not here, Congressman Perkins. She did not come.

Chairman PERKINS. Does she have a representative?

Mrs. WASKEY. No, sir.

Chairman PERKINS. Mr. Harry Lippert, director of the Florence Fuller Child Care Center; Mr. Charles Dodge, director of the summer feeding program, Broward County; Mr. Vaughn Mesa, Monroe County Public Schools; Mrs. Ruth G. Waskey, program management specialist, Food and Nutrition Management, Florida Department of Education.

We'll hear from Mr. Harry Lippert, director of the Florence Fuller Child Care Center first.

Without objection all prepared statements will be inserted in the record as though read and then you can comment on them.

[Prepared statement of Harry E. Lippert follows:]

PREPARED STATEMENT OF HARRY E. LIPPERT, DIRECTOR, FLORENCE FULLER CHILD DEVELOPMENT CENTER, BOCA RATON

Mr. Chairman, please let me introduce myself. My name is Harry Lippert. I am director of the Florence Fuller Child Development Center. An organization whose primary function is full development of the economically underprivileged child of Boca Raton age 30 days to 18 years of age.

We appreciate this opportunity to meet with this committee. You have been most gracious and timely in allowing me this opportunity to present our views on this matter.

I sincerely wish I could be appearing before this committee and document information for you as to the excellence of the summer food program. Unfortunately I am sorry to say this is not possible.

Please let me explain the type overall programs we provide to the economically disadvantaged children of Boca Raton before I explain our position.

We have an infant center (the Dorothy Fleegler Nursery) to provide care for 25 infants—30 days to 12 months old. We have a child development program for 125 pre-school children 1 year old to 6 years of age. We provide a full educational program (developed with cooperation of F.A.U.), a full medical and dental program and an excellent nutrition program implemented by the USDA under contract the State of Florida Board of Education.

Our overall program is funded under title XX with initial funding by city of Boca Raton. This is matched by State of Florida and this is then matched 3 for 1 with an HEW grant. This provides a total of 61% of our total operating costs. The balance is paid by United Way, membership drive, contributions and income from a thrift shop.

Up to February 1, of this year we were receiving approximately the total costs of food only under our center food program. In 1973, 1974 and 1975 our summer program operated under the 80% plan and this paid for food and some labor costs.

When the new 1976 summer program was announced I was very happy and worked out a budget accordingly and presented it to my board for approval. I attended the necessary planning meetings and submitted my application and site program to Tallahassee. I was told several weeks later that we were not going to be approved for the summer program but regulations required that we would merely have our year around program expanded to include the number of meals to be served to those enrolled in the summer program.

Since 1973 our attendance at the summer program has constantly increased from 80 to 90 daily attendance to this year when our average attendance is 180 to 190; 75% to 80% of the total are from economically disadvantaged families. Our program is for children 6 to 18 years of age and covers arts and crafts, organized sports, tutoring, field trips and full nutrition which includes breakfast, lunch and a supplement before they go home. The program runs for 10 weeks (June 21st to August 27th) and hours are from 8:00 a.m. to 4:00 p.m. We have a staff of 20 counselors made up of paid staff members (8) work study students from F.A.U. (5), youth corps (6). This is the S.P.E.D.Y. program and volunteers (3).

Our summer objectives are for the full development of the child. (See attached memo to the staff.)

The change in reimbursement is making it necessary to curtail some of our other overall programs as there is no way the amount we now receive pays for food costs and labor costs.

As noted below we are showing the difference between what we will receive in July for meals served with "blended" reimbursements using high income, middle income and low income enrollments are established by State regulations to arrive at these figures. We are also indicating reimbursement we would have received if we could have operated on the summer food program.

Days	Estimated meals served	Blended reimbursement	Summer allowance
21	×180 breakfast	×0. 3236=1, 223. 21	0. 4825=1, 823. 85
21	×180 lunch	×0. 6421=2, 427. 14	0. 8725=3, 298. 05
21	×180 supplements	×0. 1867= 0705. 73	0. 2275= 0859. 95
Total		4, 356. 08	5, 981. 85

You will note our reimbursement is reduced by:

Breakfast	$600.64
Lunch	870.91
Supplement	154.22
Total	1,625.77

I am sure without further documentation you understand our concern since our summer program operates 49 days we will lose ($77.40 per day) or $3,792.60 for the 10-week program.

In addition to this loss of reimbursement we lost the ability to obtain over $600 worth of commodity foods which was available only to the summer program participants.

We are abiding by meal requirements as called for in the summer program handbook (page 11). It must be obvious to anyone familiar with food costs and labor costs that the reimbursements we receive per meal is inadequate. Please change this portion of the law to permit us to operate under the summer food program in 1978.

Thanks again for this opportunity to appear before this committee and to present our opposition to the part of the law that prohibits us from participating in this fine program.

MONDAY, JUNE 28, 1975.

To: All staff members of the Hughes Park Summer Program.
From: Harry E. Lippert, Director.

You are to be congratulated on surviving a hectic first week and doing a great job. Considering the registration problems, rain, getting use to each other, and getting acquainted with the kids you did super.

During the entire Summer Program you will have more direct contact with these boys and girls than any other adult, other than their parents. The manner in which you handle them can easily effect their future lives.

Please keep in mind our objective that this be a "Developmental Program" along with the sports, recreation, arts and crafts, and field trips. Development of the youths can be accomplished without interfering with their fun.

These are the future citizens of Boco Raton and each of you can play a major roll in preparing these youths to become better equipped to assume their responsibilities as leaders in the Community.

When they enter school next fall they should not only be improved physically and mentally but have a better understanding of the need for good behavior, discipline, cooperating with one another and have greater respect for their teachers.

Thanks again for your enthusiasm and cooperation—it's going to be a great summer!

FLORENCE FULLER CHILD DEVELOPMENT CENTER,
Boca Raton, Fla.

DEAR PARENTS: We have a 10 week summer program planned (Starting Monday June 21st at 8:00 A.M.) with many exciting activities and learning experiences for your child. Children will be grouped according to age and will be supervised by Experienced Counselors. We would like to ask your cooperation in making it an even better summer.

Please dress your child appropriately: shoes or sandals are required at all times.

Several times a week your child will be swimming at the beach and Meadows Park Pool. You will receive a schedule telling you when your childs group goes. PLEASE label all clothing, towels and bathing suits. It is necessary to have on file the date of your child's last tetanus shot. Please write this information on the emergency card attached.

This is a continuous, developmental program. (Ends on August 27, 1976) and children are expected to attend daily. If there is an absence of three continuous days or more for reasons other than sickness, the child will automatically be terminated from the program and application for re-entry must be made to the Director. There are no supervised activities after 4:00 and children are expected to be picked up at that time.

The attached form and emergency card must be signed and be on file at the school before your child attends the program.

The children will receive breakfast, lunch and a snack in the afternoon. There is no need to send food or money with your child.

If you have any questions please call 391-7274.

HARRY E. LIPPERT, *Director.*

STATEMENT OF HARRY LIPPERT, DIRECTOR, FLORENCE FULLER CHILD CARE CENTER

Mr. LIPPERT. Thank you, Mr. Chairman.

I would like first to introduce myself. My name is Harry Lippert. I'm the director of Florence Fuller Child Development Center, a nonprofit organization in Boca Raton whose primary function is the full development of the economically disadvantaged child of Boca Raton, age 30 days old to 18 years old.

We appreciate this opportunity to meet with this committee. You have been most gracious and timely to give us a chance to talk about this summer program. I wish I were appearing before you to tell you how great the program is, but unfortunately I can't do that at the present time because we are not operating with the summer program. I'd like to explain a little further our overall program and explain probably why we are not in the summer program although we do serve over 200 children with a summer program, meals.

We have an infant center which is called the Dorothy Fleegler Nursery to provide care for infants from 30 days to 12 months old. We have a child development program for 125 preschool children, 1 year old through 6 years old. We provide a full educational program developed with the cooperation of FAU. We give them a full medical and full dental program and an excellent nutrition program implemented by the USDA under contract with the State of Florida Board of Education.

Our overall program is funded under title 20 with initial funding by the city of Boca Raton. This is matched by the State of Florida and this is then matched 3 for 1 with an HEW grant. This provides a total of 61 percent of our total operating expenses, not counting the food costs. The balance is paid by United Way membership drive, contributions, and any income from our thrift shop.

Up to February 1 of this year we have been receiving approximately reimbursement of the total cost of food under the food program. As you know the law changed, so since that, we have been getting more. We have been operating our summer program since 1973. We've operated increasingly with the number of children that attend. We started out the first year with approximately 80 children. This year we are serving an average of 180 to 190 a day in our summer program.

I attended the necessary planning meetings and was very happy to hear about this new summer program. The information was sent to us early last May I believe it was, or April, and we worked out a budget accordingly for the summer program and the food program. I attended all the meetings, submitted our application and was told several weeks later that we were not going to be a part of the summer program, but we were going to have to extend our year-around program which goes 51 weeks out of the year and also includes, by the way, an afterschool program from 2 to 6 every day when we do give the children a supper. What this meant was, you'll hear later on financially what it cost us, so it was kind of a shock to find out we were merely getting additional meals to serve, which was breakfast, lunch, and a supplement for the summer program.

Our program is for children 6 to 18 years of age and covers arts and crafts, organized sports, tutoring, field trips, and full nutrition which includes breakfast, lunch, and a supplement before they go home at 4 o'clock. The program runs for 10 weeks in the summer and the hours are 8 to 4 p.m. We have a staff of 20 counselors made up of paid staff members of eight—now this is only for the summer program—work study students from FAU, five of them; Youth Corps, that's the SPEDY program that you're all acquainted with, we have six of those on our staff; and we have three volunteers, high school students who want to volunteer for the summer, and do a very good job.

Our summer objectives are the full development of the child. It's not just a food program. It's not one little segment and another segment. We do have a lot of field trips. It is hot in the summer and we try to get them down on the beach occasionally.

The change in reimbursement has made it necessary for us to curtail some of our overall programs. Since we had already established a budget for our summer program, we had announced it in the papers that it was going to be open to all the children in Boca Raton, the board decided that they would have to pick up any difference from their other forms of income such as the thrift shop and so forth.

As noted below in my paper introduced to you, we're showing the difference between what we will receive in July for meals served with our blended reimbursement, which you probably know is blending your high income, middle income, low income of our students at our regular day care center throughout the year. You receive different reimbursements. The blended amounts are shown in there. We also are indicating the reimbursements we would have received if we had operated under the summer program.

Now under the blended reimbursements we will receive in July, we will average out 180 meals for breakfast and lunch and supplement, $4,356. Our summer allowance under the summer program would have been $5,981. This, of course, is $1,600 less reimbursement and presents us with many problems because we had planned a full program with over 200 enrollments in the summer program.

I'm sure without further documentation you understand our concern. Since our summer program operates 49 days of the year, we're going to lose $3,792 if we would have been allowed the reimbursement under the summer program. In addition to this loss of reimbursement we've also lost the ability to obtain commodity foods. Now commodity foods were offered in some of the summer programs. I believe it was cheese and——

Mrs. WASKEY [interposing]. No; they did not come.

Mr. LIPPERT. Well it didn't come. It was offered but they took it back apparently.

Mrs. WASKEY. They didn't get it.

Mr. LIPPERT. We didn't have a chance to get it anyway.

We are abiding by the meal requirements as called for in the summer program handbook on page 11, where we prepare the meals at our own sites, prepare them in our own kitchen, and attached to the paper you all have is a copy of our menus that we have.

We would like to see the law changed so we are included in the summer program and not merely an extension of our preschool, because there is a cost factor of starting out and getting a staff ready, to start up a week or two before, it's a cost factor of closing up, and we are not making it with the money we are getting from this program.

Chairman PERKINS. Under the child care centers, you're getting your money under title 20.

Mr. LIPPERT. Title 20; correct.

Chairman PERKINS. That's the Social Security Act.

Mr. LIPPERT. Right.

Now that completes my presentation. If you have any questions, I'll be glad to answer them.

Chairman PERKINS. We'll have questions in a few moments.

The next witness, according to your list here, is Mr. Dodge, director of the summer feeding program, Broward County. Go ahead.

[The prepared statement of Charles E. Dodge follows:]

PREPARED STATEMENT OF CHARLES E. DODGE, DIRECTOR, SUMMER FEEDING PROGRAM, BROWARD COUNTY

Broward County, Florida, for the first time implemented the Summer Food Service Program for Children under one sponsor utilizing the Broward County Board of Education as the vendor.

The planning process for the Summer Food Service Program for Children began in March 1976, with representatives from County and Federal agencies, forming an advisory committee for the planning of summer youth activities. After months of discussions and coordinating efforts between the public agencies, Broward County requested that the Economic Coordinating Group, Inc. be the sponsor for the Summer Food Service Program for Children since it was the consensus of this same advisory committee that this agency possessed the knowledge and ability to implement and administer this program. On May 3, 1976, the Economic Opportunity Coordinating Group, Inc. submitted the sponsor application and began the planning process which included twenty-nine municipalities, unincorporated Broward County, and approximately fifty community organizations. Being in a position for one organization to coordinate the 80–100 recreation programs with nutrition programs was facilitated by only one sponsor having to approach the Broward County Board of Education with a comprehensive plan rather than numerous small sponsors presenting fragmented approaches to providing a summer food service program for children.

As of this date, the Broward County Summer Food Service Program for Children has had the administrative review from the State Department of Education and received an excellent review in all areas of program administration. Broward County anticipates serving 18,000 lunches per day for the duration of the summer program, with approximately 3,000 breakfasts and 4,000 supplements served daily at 93 sites. Having the opportunity to coordinate a county-wide project has made it possible to utilize the United States Department of Agriculture funds in not only providing nutritious meals but has also provided temporary employment for a county which has over an 18% unemployment rate.

Coordinated efforts were made with the Broward Manpower Council to utilize youth and provide for these youths work experiences built around food preparation, serving, and recreational supervision which might not have been available if the magnitude of the summer food service program for children had not been organized under one sponsor's administration.

Sixty youths employed by the Broward Manpower Council were assigned to the nutrition sites as well as an additional sixty college students employed to provide proper supervision at the feeding sites. Approximately three-hundred (300) unemployed people were able to secure employment in support of the summer food service program for children.

From our experience as a one sponsor county of the summer food program for children, we urge the State Department of Education, and the United States Department of Agriculture to review our program so that the "one sponsor concept" can be evaluated in comparison to the "multi-sponsor concept". We believe the success of our program, which we understand, is one of the largest programs in the State of Florida, was only made possible by having one sponsorship. Therefore, the Economic Opportunity Coordinating Group, Inc., the Broward County sponsor for the Summer Food Program for Children, submit the following recommendations for your consideration for future programing.

RECOMMENDATION NO. 1

Program planning and implementation was hindered by the lateness of selecting a sponsor for the Summer Food Program for Children. We recommend that the sponsor be selected and approved no later than February 1st of each year prior to that summer's program and that the selection of sponsorship would be pending upon the availability of USRA funding.

RECOMMENDATION NO. 2

The recommendation for sponsorship come from community based organizations and agencies, who have demonstrated the expertise in community program administration, rather than State food and nutrition management representatives having to choose from competing organizations for sponsorship.

RECOMMENDATION NO. 3

Each local County Board of Education be strongly urged to provide the food for the Summer Food Program for Children.

July 24, 1976.

STATEMENT OF CHARLES DODGE, DIRECTOR, SUMMER FEEDING PROGRAM, BROWARD COUNTY

Mr. Dodge. Thank you, Mr. Chairman.

This is the first summer that Broward County has attempted to run a program under the one sponsor concept and I'd like to give you a little background as to how this came about. It really wasn't planned, but it came about back in March when community leaders from different agencies concerned with youth activities decided that the county, since it was so vast—it's comprised of 29 municipalities and 18 distinct low-income unincorporated areas—Broward County needed to develop a comprehensive plan for youth activities.

The three areas they were concerned with were employment, recreation, and nutrition.

Representatives from the local Broward Manpower Council, which was dealing with the employment issue, a representative from the State department of health and rehabilitative services, your county youth organizations, and the Community Action Agency, which was chosen to be the sponsor for the summer program, the economic opportunity coordinating group, began planning back in March. And the process really involved all 29 municipalities.

Once the sponsor was chosen, you might say by the county itself, they requested this agency which they felt had the most knowledge and expertise in community planning, we began contacting all the other communities and by doing so, we were coordinating in itself the recreation and employment activities. We then contacted each and every city recreation program to number one, make them aware that the program was available, to give them the guidelines as to who is eligible for such a program and also met with some 50 local community organizations, nonprofit agencies who also might be eligible for these activities.

We began in March and still it was not enough time to sufficiently put together a program.

My first recommendation which is really based upon the planning of such a program—I've been involved with this program for the past 6 years, working with it from a very small agency applying to run a summer feeding program to working in a county that had a number of sponsors, to this summer working under one sponsorship, and I really feel that—this summer we are serving presently 17,000 meals a day, they're all prepared by the school board of Broward County. We have 93 sites in Broward County, and to say that we've had very very few problems in you might say the administrative management of the program from the viewpoint of all the preplanning that went into it.

Chairman PERKINS. Do you attribute this to one sponsor?

Mr. DODGE. Yes, sir, I do. One other reason. This is the first year that the school board of Broward County accepted this program. I believe—and this is my opinion—the reason they accepted it was because when this went before the board in the beginning of May as to whether they wanted to run such a program, they were given quite an extensive report. For example, they were given the names from Mr. Searing of the schools that would remain open for the feeding program. They were given a list of the sites. They were instructed as to how the supervision would take place on these sites. And it was a unanimous vote of the Broward County School Board to accept this program for the first time in the history of Broward County.

And I really feel, because they had a source, or could trace an accountability scheme as to who was responsible for this program. I feel if you had a number of sponsors going to the school board presenting, you might say fragmented approaches to summer feeding, I doubt seriously they would have accepted you know, such a plan. And again we would be in chaos as we were last summer in dealing with one vendor only serving 2,000 meals and having nothing but problems.

My recommendation is really in the planning of the program. I feel January and February 1, would be the time to begin this process. When I say begin the process, I think you have to go one step further and select a sponsor at this time. I know the appropriations, or whatever the word is for the funding, does not, sometimes does not come through until the last minute, and from my experience working with summer programs the Government tells you on Friday that on Monday you can run a $1 million program and they come in on Tuesday and want to know why you're not going. And you know this has been a problem in dealing with all Federal programs whether it be your manpower programs dealing with youth employment or even summer nutrition. I feel that the USDA could say yes, you may select your sponsor in January or February, whether it be one, two, or several. But their approval, final approval will not come about you know, pending when funds are available, but by doing so, you give the advantage to an agency.

And we ran into this problem in Broward County this summer where there were several groups, not only within our community, but from Dade County, which were coming in trying to compete for the feeding program because the amounts of money which were available, which you're talking about administrative money, is quite enticing.

Being a Community Action Agency, the money which we would receive, which is $6\frac{1}{2}$ cents for administration, is used totally for administration. Whatever is unspent is returned to USDA because we in ourselves are a Federal Agency. In other words, what we spend for administration is really what we get reimbursed for. There are many organizations which would follow under these same you might say guidelines in Broward County. Your county government itself might decide to be a sponsor next year in Broward County. There are many larger sponsors which I feel have a real touch with all the communities and all the different areas in accounting whereas a smaller group you know, might not have.

One gentleman that was up on the panel spoke that well this year—it was in Dade County—he felt that the outreach workers of many of these smaller groups helped bring more children in the program. I would agree with him. This is true.

But Broward County this year met with all these smaller groups and all of these smaller groups were part of the plan. However, not each and every one of the smaller groups were a sponsor in itself. They elected as a group to band together and to select one sponsor to administer it. You know during the outreach, finding the children, one agency could never accomplish this. You really need the outreach services of many agencies and that's why we went to the County Division of Youth Services. We went to the local municipal recreation programs that are dealing with children. We went to the school board. We went to many of these agencies for them to identify the children in the areas that really need the food for the summer.

So my recommendation is, if something could be done to make the approval of sponsorship at a much earlier date so that the agency or group that has to go out to the community can introduce themselves as the sponsor for the county, or the sponsor for an area, so that they don't have several different people approaching them and really do not have any idea as to which group they should go with or who is offering the best program.

My second recommendation is really tying into the notion of a sponsorship should come I believe from the community itself. I believe the State has the privilege and should have the right to make a final decision, but I feel the community is the one who should say who they feel is the best suited, or they feel has the best knowledge and expertise in administering this program.

How you go about setting that up, is done in many other forms of funding. Your community trust funds provide that you have a representative from every community in accounting, your Broward Manpower Council has boards and advisory committees representing every community. It would be a very, you know, easy process to simply make a selection of community leaders to make that selection among themselves.

The third and final recommendation, I feel that this program would not have been possible under one sponsorship if in fact the Broward County school system did not provide, or act as the vendor. If you have one sponsor and if you are going out for bids, I don't think there is any one vendor that could provide 17,000 meals to 93 locations. Last summer we had something like 20 locations and only 3,000 meals and the meals never arrived on time, they were condemned by the Broward

County Health Department as not having the right temperature, and this was a major restaurant association that supposedly had the knowledge in food management. The Broward County school system this summer has its own trucks. We satellite to some 40 sites. The meals have yet not to be on time. They have yet to be not the proper temperature when arriving on the site. And I think this is the first summer I can recall that we have not had one complaint from a youngster that the food was not good. And we have not seen any waste at all.

And I would very much welcome yourself and anyone on the committee to really come up and visit Broward County because a lot of times you read in the papers the problems with programs and people wanting to do away with them. I think that being able to observe, I feel the program that has been very successful this summer, and you know doing a report on it would be very helpful for funding.

Chairman PERKINS. Do you have any cultural or recreational events that take place simultaneously with the summer feeding program in Broward County?

Mr. DODGE. Yes, sir. In our planning process I mentioned we were tying together the employment, the recreation and the nutrition. Every site that was contacted to participate had either a recreational or academic—not academic—but an enrichment program at their site. So every single program you know, has that activity. However, with the law stated as it is, there are many children coming just at the noon hour to receive the meal. However, the majority of those children—well, there are sites where there is an activity at them.

Chairman PERKINS. Go ahead, your next witness. Pass the microphone over to him.

[Prepared statement of Vaughn L. Mesa follows:]

PREPARED STATEMENT OF VAUGHN L. MESA, TEACHER AND STUDENT ACTIVITIES DIRECTOR, GLYNN ARCHER MIDDLE SCHOOL

The summer free lunch program was beneficial in that it gave every student the opportunity to have a balanced lunch. In America there are many types of people and many reasons why children go hungry. Here are a few reasons that I've run across while in the teaching profession. The affluent American who must keep up with the Joneses, both parents work, and many times the children are left to fare for themselves and may go hungry the entire day. Many poorer people in America can't afford to cope with ascending food prices and are forced to send their children to bed with very little to eat each day. Still there are other Americans who would rather afford their luxuries (cigarettes, beer entertainment, etc.) at the expense of their children's stomachs. I've never met the child who asked to be brought into this world. If the only meal a child is going to receive is in a summer lunch program then it is surely a worthwhile program and should be continued. However, it should be the responsibility of each family household head, to see that the family is properly fed. Only when these family obligations and responsibilities are not met is it necessary to have a free summer lunch program. Since many of these family obligations are not being met it becomes necessary and worthwhile to have a feeding program of this nature.

Some of the ramifications which could cause the ultimate elimination of such a worthwhile program are: (1) Shortage of adequate supervision for students. Because of inadequate supervision our school experienced increased vandalism and marring of a public building (especially in the restroom facilities). (2) There was a shortage of cafeteria workers in food preparation and service areas. This condition resulted because of the numerous other programs going on during the same time period (example Sum and Fun, Summer school, Senior citizens, etc.). (3) No adequate system of checks and balances for this program. Anyone under the present program could come off the streets and eat regardless of age. Who is in authority to challenge a person who does not qualify for the program?

(4) An added burden on the school's janitorial staff in that they are usually taken away from regular summer duties in order to clean cafeteria. Many instances have been reported where areas that have already been cleaned for the opening of school have been dirtied and these areas have to be redone. (5) Information concerning program was published too late in the year for adequate notification of community. Local newspaper only mentioned program once. (6) Community establihsed a misconception of who could utilize or benefit from this program. Most of the community thought the program was only for under-privileged families. (7) In Monroe County, it also became a geographical problem. Monroe County spreads out for 113 miles. Many people in order to benefit from the program would have to travel great distances. There were few feeding spots in Monroe County. (8) Two different types of lunch programs going on in the same cafeteria at the same time. These programs were the Senior Citizens and summer lunch programs. In talking with senior citizens many said they didn't enjoy their lunch because of all the noise and confusion caused by the summer lunch program.

If a summer lunch program is going to succeed, cafeterias will have to be chosen that offer no access to the regular school building. Adequate help should be provided and compensated for in the areas of supervision, cafeteria workers and janitors. A system should be devised where students sign-up and are issued a lunch ticket for summer feeding. Information should more widely be distributed to community much earlier in order that they are aware that this program is for all school age children and not just for the underprivileged. In Monroe County more feeding locations should be established in order that children do not have to come great distances to eat (neighborhood school concept). Lastly, senior citizens should not be forced to share the same facilities with the summer feed program. If not separate facilities at least separate time schedules should be set up. If guidelines are set-up of this nature many of the problems mentioned above will be alleviated and the worthwhile program will be a success.

Many community groups utilized the program this summer. For instances, Sum and Fun fed their students every day in this program; so did summer school and also the worker program for students.

In talking with students this summer, their major complaint concerning the program was that they didn't receive larger portions of food. Some students complained about the food quality. Most students were just happy to eat the lunches that were prepared for them. Most of the students conveyed to me that they would like to see a similar program next year.

In closing, with a successful summer free lunch program, it becomes feasible that the program could be carried over for the entire school year. This would guarantee that every child of school age would receive at least one balanced meal per day.

STATEMENT OF VAUGHN MESA, MONROE COUNTY PUBLIC SCHOOLS

Mr. Mesa. Mr. Chairman, I'm Mr. Vaughn Mesa, from Monroe County, and we have some unique problems in Monroe County which I will speak about in just a few minutes.

First of all I'd like to say that we also have one sole sponsor and one sole vendor which is the Monroe County School Board. Also the food was served this year at only three sites. We only have approximately 11,000 students in the whole system. We did serve the three sites this summer. This is the first year of the program. There were three main groups of people that took advantage of our program this summer.

First we had the summer school students, which activities were provided for them both in the enrichment area and also in the academic area.

Also we have a "Sum and Fun" group of kids on the beaches. They sponsor a community group of kids on the beach. They also utilize the program.

They also had a number of kids that came from the neighborhood areas. They came into the schools and they also ate this summer.

Also the experience it has given our cafeteria workers, and they told me to express their appreciation to you for having the opportunity to work this summer where normally they would be out of jobs and would not have the opportunity to work.

This year our program wasn't as large as we would have liked it to have been. We only served approximately 286 students per day.

Most of the problems we have are, first of all, there seemed to be a problem of communication. The material got to us awful late in the school year. We wasn't able to communicate with the public. There were all kinds of misconceptions about the program itself. And also we have a unique problem in Monroe County. We have a geographical problem. We extend roughly 113 miles north and south. And this was a problem in the fact that some people had to travel great distances to realize the feeding program this summer. For instance, like the Middle Keys, which is Marathon, and the Upper Keys, had no program. No school cafeteria was willing to sponsor a program this summer. So the Keys kids, when I speak of Keys kids, I'm talking from the standpoint, I'm from Key West which is the largest city, the southernmost city, what I'm talking about is kids north of us from Marathon on up, had no program whatsoever this summer. And it was because of the reluctance of schools to be willing to let us utilize their facilities and their cafeteria in order that we could have the said program in those schools.

Also all our students were bused to sites. Our summer program kids were bused. We bused all our kids to sites. Even kids from "Sum and Fun" were bused to the areas. So all our feeding programs went on basically at those sites.

Now we did—and Mr. Lehman referred to this a few minutes ago—about the activities. Where we had activities we had no problem of supervision. We had summer school going on and "Sum and Fun" with their counselors. We had no problem. However, we did have some problems with the students that came off the streets to eat. We did have some vandalism in the restrooms especially at the Archer Middle school where I'm the activities director. We did have some marred facilities and vandalized facilities from students that were unsupervised. So I think Mr. Lehman made a good point when he said they should be supervised at these sites. I hate to say it, but they do get into some mischief.

Also the program itself I thought was quite successful this summer. We serviced a lot of kids that normally would go hungry and that's probably basically all that I have.

Now I'll give it up to Mrs. Ruth.

[Prepared statement of Mrs. Ruth G. Waskey follows:]

PREPARED STATEMENT OF MRS. RUTH G. WASKEY, PROGRAM MANAGEMENT SPECIALIST, FOOD AND NUTRITION MANAGEMENT, FLORIDA DEPARTMENT OF EDUCATION, FORT LAUDERDALE, FLA.

This year (1976) was our first, and I feel very successful, attempt at working through one sponsor to provide the best possible Summer Feeding Programs in Broward County.

Since this was the first time a cooperative effort was attempted we have gained much valuable information and assistance for programs in future years. The fact that the program has been so successful is due in large measure to the complete and unequivocal support given by all agencies of the Broward County Planning Council (which includes the Public Schools).

At several meetings prior to determining who would and/or could sponsor the Program each representative of the governmental and quasi-governmental agencies present explored the total needs of the youth in the community. They came up with projections of the numbers of unemployed, handicapped and needy youth who would be best served by a single sponsor.

There are obvious advantages to having a single responsible community agency handle all summer program requirements, such as preparing site applications after evaluating local site requests, hiring local unemployed youth and adults and providing meals which are nutritionally sound and well accepted by all recipients. The food provided by the Broward County School Food Services has been highly praised and there has been almost no waste.

In order for the schools to provide the food it would be almost essential that a single sponsor be approved so that there would not be the necessity for dealing with several sponsors, each of whom might want their own menu choices and different delivery schedules. The School Food Services would prefer to deal with only one sponsor.

With one Sponsor there is better coordination of sites—so that there is no duplication—A single sponsor can also more easily eliminate ineligible sites and transfer eligible children to another of its sites.

A single sponsor in a community knows the year-round needs of the local area better than individuals or groups who come into the community only to sponsor a Summer Program and "get their hands on all that government money," especially since this year no in-kind contributions are required in order to get the administrative funds. The use of the School Food Services in cooperation with the community agencies as the single sponsor provides the program with the opportunity to use experienced and well qualified School Food Service personnel who need to and want to work.

The single sponsor (representing the whole community) can provide more expertise and assistance in fiscal control and management because it already has the manpower and facilities for proper control and auditing procedures.

A single organization which sponsors many sites will benefit by getting a better price for its food because the schools can provide food at lower costs as the volume increases.

The local (Broward) Health Department has cooperated with the single sponsor in approving sites for sanitation and safety procedures and has dealt with a single Sponsor's representative and the schools rather than several sponsors and vendors.

A single sponsor has better control of meal and site supervision, especially in Broward where the sponsor was able to employ experienced supervisors and monitors.

Problems with multiple sponsors—They have not generally been local organizations but have come in from areas other than Florida. They did not know the community or its facilities and resources for a food program. Some apparently were even planning to be both sponsor and vendor. The organization representatives were going around signing up private, profit-making schools, child care centers and other recreation facilities and promised them "free" food daily for as many as five meals, with "no strings attached."

STATEMENT OF MRS. RUTH G. WASKEY, PROGRAM MANAGEMENT SPECIALIST, FOOD AND NUTRITION MANAGEMENT, FLORIDA DEPARTMENT OF EDUCATION

Mrs. WASKEY. I am glad and thankful to you, Chairman Perkins and Congressman Lehman, and the rest of the committee, for coming here because I think we have the best program in the country, and I have the largest area so I feel that I'm not being prejudice. But we've had some very fine programs. We have seen a tremendous improvement from 1970 when we had one program, when Congressman Lehman was on the school board and the school board fed 3,000 kids. We're now feeding almost 150,000, which is a considerable increase. And I think our programs have improved every year and of course we feel that because we have been able to have more money to spend, to have better supervision, that our programs have improved a great deal.

I would like to speak to a couple of the concerns which were mentioned in other conversation here. One of the things that was mentioned of course was the fact that the menu was a standard menu and I think I spoke to that before. Another concern was that we required a 501-C-3, which is a letter of determination provided by the Internal Revenue Service. When the gentleman who spoke about the Cuban schools which provide education, private education for the children in the Cuban community, he did not mention the fact that many of these schools were not eligible for this program because they simply were not private nonprofit. We spent many days, many hours, investigating programs which request the use of USDA funds for feeding and in many cases they just simply don't qualify because they're not nonprofit. They're profitmaking even if they don't make any profit. They're still considered by IRS as profitmaking organizations.

Then another concern, I want to speak to Congressman Lehman's ham-flavored turkey. The children were told that it was ham-flavored turkey and it has been a very popular item. In fact I almost brought you some turkey wieners this morning. I got them out and forgot to bring them, so you could taste those. The Broward County schools are going to start to use those. They're made with turkey meat but they're like wieners and they're very good.

And then I have a couple of concerns; I was asked to speak to the question of a single sponsor. And as I mentioned before the fact that I have been with this program, this is the seventh summer that we have had this program in my area. There is absolutely no question in my mind that the only way to go is a single sponsor, or a very few sponsors. And I am very concerned because it all happened in this area that we had fly-by-night outfits that saw all those dollar signs in the administrative money. The first year we had to beg on our knees to get anybody to serve 3,000 children because nobody wanted to do it for free, and nobody wanted to do it even providing inkind contributions. But you see this year, when they could conceivably get 11½ cents for breakfast, lunch, and a supplement, in administrative money, those dollar signs look pretty good. And my concern is, we have enough unemployed, particularly in this south Florida area, to use our own local people to serve our programs rather than bring people in from New York and Washington or Baltimore or wherever those outfits came from. We have enough people. There are still people who are looking for jobs in the summer programs and we just didn't have enough jobs. But I feel we need to be concerned with our local areas. That we need to serve our local children. That we need to use our school food service personnel.

Chairman PERKINS. Are you getting any competition from outside? People bidding from the other States on these?

Mrs. WASKEY. No. They come in, you see. Some of theses outfits wanted to be both sponsor and vendor, which is a pretty good deal. And I think they have not because we have not allowed them to, and I would say certainly that we should not allow them to be both sponsor and vendor because it's really a conflict of interest. But I would say that we need to use our own local vendors.

Now the Miami-Dade Community College is using Construction Catering which are a local organization. They hire local students and local adults to work in the program. And we haven't had very good success frankly with the outsiders. The large management companies that have come in have provided, as Mr. Dodge said, a lot more problems than we have had with the local people. And I must say that the schools are the best programs that we have. I think our program in Broward County is the best. It is the finest. We have had very good food and as Charlie said, we've had no complaints about the food. Our staff have been around every day all day visiting the sites and the kids are very pleased with the food. The recreation programs are very happy.

Chairman **Perkins**. What do you spend for administration and what do you spend for food out of the 87.75?

Mrs. **Waskey**. The 80.75 is for food in Broward County. The school board is getting all of that and then Mr. Dodge's program, the EOCG is spending the six and a half. So it will be the maximum that we can spend.

And here I would like to make a suggestion, Congressman Perkins, it has never been—I don't know whether it's ever been addressed or whether it has been addressed—but the fact that we ought to be able to transport children to the food. Because in many cases if we had, we would have had twice as many children fed this summer. For instance in Palm Beach County, we have had to cut the program in half because it was impossible for the schools to provide this food and transport it. The health department has been very particular about transporting the food. And I think we ought to be able to transport children to the food just as much as we transport the food to them. And I think we would have a very successful program if we were able to bus. For instance in the Glades, in Palm Beach County, they're so spread out that there is no school within even a mile of many many of the children. They have to walk 3 or 4, or be bused 3 or 4 miles to a recreation area. And I feel this is one concern that we should take care of in the future in the law. That we should be allowed to use some money to bus the children. And I think every kid would have been served if we would have had the way to bus them to the school.

Chairman **Perkins**. Mr. Lehman?

Mr. **Lehman**. Thank you, Mr. Chairman.

I think first of all we ought to thank the city of Hialeah and the mayor and city council for providing us this facility for these hearings today.

I have learned more about the school lunch program yesterday and today than in the whole time, the 4 years that I've been involved with it in the Congress. It really works so well in places and it can work so unsatisfactory in other places.

So the thing to do, I think, is to do what we can to make it work right. And to sort of sum up my reaction I think that one is, there must be more uniformity, not to have different kinds of meals at different kinds of places to different kids at the same time. And one of the ways to accomplish this I believe is to move toward the single sponsor with perhaps satellite sponsors under their supervision and a single vendor with maybe satellite vendors under their supervision.

But to pin the responsibility and the consistency on these two single type sponsorships and vendorships.

And then I think it was brought out that we must find a way that the food will be—the whole 80 cents will be spent for food, and not less than that for food. Because the kids need the most food that they can get for the money allowed. And the administrative costs should come on top of that.

The second thing that I think we ought to deal with is, particularly in Dade County, I don't know how it works otherwhere, but I'm sure in Monroe, as the gentleman said, that we must reach out to get the 50 percent of the eligible kids that are now being served in the regular school programs into the summer school programs. We're possibly depriving half the kids in Dade County of one nutritious, one or more nutritious meals a day because it isn't reaching out in the proper way, or it isn't set up in the proper way to do this. It can be done. I think it should be done.

And the third I think is the most important thing that I've learned, is that food is great and I don't want to see any kid go without food or be hungry. But I think to make this program work as it intended to work, that the food must be a part of a meaningful activity, educational or recreational. Without it you're going to have disruption and you're going to have confusion and you're going to have a program that lends itself to both waste and not accomplishing what we're really trying to do, which is to do something for the kids in the summer months.

And those are the three things. Uniformity, to reach out and the meaningful activity tied to the program itself.

Chairman PERKINS. Mr. Radcliffe?

Mr. RADCLIFFE. Thank you, Mr. Chairman. I have no questions. I think it has been an excellent hearing and I think Mr. Lehman really has probably put his finger on how we can most readily improve the program through legislation.

Chairman PERKINS. Let me ask Mrs. Waskey one question.

You're receiving for the summer feeding program the same reimbursement of money that you receive for your regular school lunch program during the regular school year. To what extent do you utilize commodities for your summer feeding program in comparison to the way you utilize commodities for the regular school program?

Mrs. WASKEY. Well I would say if the school board is doing it, they use commodities just as they would every day. And as to Mr. Lippert's concern, we have been told that we would have raisins, peanuts, and chicken this summer, but we didn't get it, so he didn't miss anything because it wasn't available. And he is still getting the 11 cents per lunch on the year around child care program. So he really didn't miss anything. But the public schools certainly have been using the commodities. I'm sure that Mr. Searing has, and I believe Dade County schools are using their commodities. So actually there is no difference. It wouldn't make any difference. However, this would make a difference with the vendors because they really don't want to be bothered with the commodities. It means recordkeeping, it means checking, it means going and getting things, and many of the smaller vendors, if they were here in the community, really don't find it worthwhile. And of course we haven't had them to offer either. We thought we had. We did the menus on the basis of having the raisins and the nuts and the chicken and then it didn't come. So that was rather inconvenient.

Chairman **Perkins**. Let me state that this has been a very constructive hearing in my judgment. Naturally the results can be obtained in improving this program in the future and no one will make a greater contribution in this regard than Congressman Lehman. And I want to compliment this great State for such a wonderful delegation in the U.S. Congress. Not only do you have the most outstanding Members of the Congress, in particular you have Congressman Purcell, Congressman Pepper, Mr. Lehman, and Congressman Paul Rogers. It's a great pleasure for me to come to this area, for you are represented by such wonderful and outstanding progressive Members of the U.S. Congress. Your suggestions have been most helpful to me and the entire committee. Let me say in conclusion that this has been a very worthwhile day insofar as the taxpayers of the United States are concerned.

And let me state to all the witnesses that appeared here this morning, you have been most helpful to the committee and we intend to follow through on your suggestions.

Thank you very much, and the hearing is now concluded.

[Whereupon, at 11:50 a.m., the subcommittee hearing was concluded.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

MONDAY, AUGUST 2, 1976

House of Representatives,
Subcommittee on Elementary,
Secondary, and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, Buchanan, and Jeffords.

Staff present: John F. Jennings, majority counsel; and Chris Cross, senior education consultant.

Chairman Perkins. The committee will come to order.

I am delighted to welcome the panel this morning. Dr. Michael Jacobson, codirector, Center for Science in Public Interest; Mary Goodwin, chief nutritionalist, Montgomery County Health Department; and Ms. Elaine Blyler, director of nutrition, Georgetown University Child Development Center.

Let me first welcome the witness and state that Congressman Miller from California is respondent for these witnesses. Congressman Miller is one of the most aggressive Members of the House of Representatives and wants to insure that our child nutrition programs get value received for the dollars spent.

In other words, Mr. Miller is concerned about this special aspect and I am going to let Mr. Miller, at this time, make a statement.

Mr. Miller. I really have no opening statement other than to thank the panel, Mr. Chairman, for coming and I apologize for being somewhat late but it is a ways from San Francisco to here this morning. I finally got here. So I look forward to your testimony and hopefully we will have some time for some kind of dialog after that.

I appreciate it.

Chairman Perkins. Mr. Buchanan, do you have a statement?

Mr. Buchanan. No. Thank you, Mr. Chairman. I will listen with interest.

Chairman Perkins. We will hear from Dr. Jacobson first. Please proceed with your testimony.

STATEMENT OF DR. MICHAEL JACOBSON, CODIRECTOR, CENTER FOR SCIENCE IN PUBLIC INTEREST

Thank you very much, Mr. Chairman, and Mr. Miller. I am Michael Jacobson, codirector of the Non-Profit Center for Science in the Public

Interest and I have investigated matters related to nutrition and food safety for 6 years. I have written books on nutrition and food additives and also have petitioned FDA, USDA, and the Federal Trade Commission for action on food labeling safety and advertising.

Thank you for this opportunity to testify about the school lunch program. I think it would be useful to start from ground-zero by considering for a moment the objectives of the program. School lunches, at a minimum, should be well-balanced and tasty. They should encourage students to develop the kinds of eating patterns and food choices that society deems most desirable.

The school lunch setting may be used to teach students basic principles of nutrition. Finally, lunches should provide to students what everyone desires from mealtimes: a pleasurable experience. On all these counts, I believe, the school lunch program falls short of the goals and shortchanges the students.

When I was in high school I learned absolutely nothing about nutrition though I ate school lunches every day. Not once did the school take advantage of the students' immediate interest in and proximity to food to try to convey a bit of knowledge about the food. This situation persists, with most schools making little effort to integrate the lunch period into the students' overall learning experience. The Department of Agriculture does little to encourage schools to inform students about food choices and nutrition during the lunch period.

When I was a substitute teacher in the Boston school system, I was appalled by the school cafeterias. Students were herded through like livestock. At some of the schools students had fewer than 15 minutes to wait in line for food, get to a table, eat the food, and put away their trays. And what with the clattering of trays, the clanking of silverware, and the chattering of students, lunchtime was a nervewracking experience.

In this kind of tense, dehumanizing situation nutrition education would be a farce; just as the students were being treated like animals, the students were likely to consider what they ate little more than fodder. The school lunch program has proven lucrative to manufacturers of convenience foods. TV-dinner type meals—called preplated lunches in the school lunch jargon—are being used in more and more schools.

They are attractive to school systems because they eliminate the need for cooks and kitchens and therefore save money. From the students' point of view, the preplated lunches are deficient in taste and sometimes quantity. Mimi Sheraton, in an excellent pair of articles in the New York Times about school lunches, concluded that the quality of the food is directly related to the amount of preparation in the schools. At least two school systems, Milwaukee and New Orleans, take the time to prepare their lunches from scratch. The students end up with low-cost, delicious food.

Ms. Shearton pointed out that companies with such names as National Portion Control and Mass Feeding, more than occasionally had portion sizes substantially under recommended levels. One meal contained only seven-tenths ounce of meat as compared to the required 2 ounces. Losses that occur during the initial cooking, a period of storage, and reheating may result in inadequate levels of vitamins.

Food processors see the school lunch program as an excellent marketing device. For with one contract, hundreds of thousands of meals can be sold. Because the audience is a captive one, and one trained not to have any great expectations about the way the food tastes, the school cafeteria is an ideal opportunity to test out new food products without having to pay for expensive consumer-oriented marketing programs.

Over the last few years, USDA has authorized the use of protein-fortified macaroni, blends of textured vegetable protein and meat, and nutrient-fortified cakes in school food programs. Familiarizing children with new foods, tasteless foods, and preplated meals—at Government expense—is an ideal way of assuring acceptance if and when these items are introduced into regular marketing channels.

If the taste of the food and the cafeteria environment leave something to be desired, one would hope that at least the nutritional value of the food is optimal. Here again, though, lack of concern has resulted in suboptimal food. The school food program should impart nutritional habits that avoid the most important dietary pitfalls: a diet too high in calories, fat, cholesterol, and sugar, and too low in fiber.

Studies have found that fat contributed approximately 40 percent of the calories to an average school lunch (J. Am. Diet. Assoc., 56, 504 (1970); 63, 620–625 (1973)). This is significantly above the 30–35 percent that the American Heart Association and other reputable organizations recommend.

High fat foods eaten in childhood not only may contribute to heart disease, but also accustom children to the high fat diet which they will likely continue to eat throughout life. Reduction of fat and cholesterol intake should be a major nutritional goal of the lunch program. Many schools, recognizing this, do offer low-fat milk.

Another nutritional consideration is sugar, the main dietary cause of tooth decay. Candy, soda pop, fruit drinks, puddings, cake, cookies, gelatin desserts, and ice cream are frequently available in schools. Though many of these foods are not components of the type A lunch, they are frequently available a la carte or in vending machines. The availability of high sugar foods has undoubtedly increased since Congress repealed the authority USDA had to control the sale of foods that compete with the type A lunch. Both the Council of Foods and Nutrition of the American Medical Association and the Council on Dental Health of the American Dental Association have opposed the sale of confections and soft drinks in school lunchrooms.

Nutritionists generally agree that whole grain foods are somewhat more nutritious than refined grain products. Whole grains contain more fiber and more of certain vitamins and minerals. As far as I know, no effort has been made by USDA or other agencies to promote the use of whole wheat bread, brown rice, whole wheat spaghetti, and similar foods in school food programs.

Certain chemical additives in our food are unsafe or inadequately tested. Chief among these are sodium nitrite and artificial coloring, particularly Red No. 40. Nitrite can react with other chemicals to form cancer-causing nitroasamines. Red No. 40 has been inadequately tested, and the test in progress is indicating that the dye may cause cancers.

Nitrites is present in bacon, hot dogs, and bologna, while artificial coloring is present in fruit drinks, candy, and soda pop. The quality of school lunches in many places is getting so bad that new legislation or regulations are being adopted at the local level. In Bloomington, Ind., Jean Farmer lobbied for many months, first alone and then with the help of health professionals, to get junk food vending machines out of the schools. West Virginia's Department of Education voted to ban soda pop, candy, gum, and popsicles from the State's schools. Strong opposition from vending machine operators and food manufacturers will likely negate some of these actions, but I think they will serve as examples for people in every corner of the country.

The school food program should be society's model for good nutrition. School lunches and breakfasts should complement classroom discussions of nutrition and encourage students (not to mention teachers) to choose and eat meals of excellent nutritional value. Falling far short of these lofty goals, school lunch programs are being used as market testing grounds by giant food manufacturers, we see nutritional quality and food safety sacrificed when the least problem is encountered, and we frequently see meals served in inhumane environments.

Because a good diet is essential to good health, it is important that the Federal Government use its influence and resources to improve school lunches. I would like to make the following recommendations:

1. Nutritional standards should limit the fat content to 33 percent of the calories of a type A lunch (average out over a month).

2. Relatively nonnutritious foods, such as soda pop, candy, and fruit drinks, should not be available in schools. Section 10 of the 1966 Child Nutrition Act should be repealed; this section prohibits USDA from controlling the sale of foods that compete with school lunches.

3. Funding should be made available to the States to provide mandatory preservice and inservice training in the area of cooking for school cafeteria workers, so as to encourage the onsite preparation of nutritious meals. Only $250,000 was spent for this purpose in fiscal 1976.

4. The lunchtime eating experience should be made more pleasurable by requiring that lunch periods be at least 30 minutes long, that teachers or other adults eat with the students, and that the physical environment be improved. Federal funds should be made available in an experimental program to upgrade the lunchroom environment.

5. Nutrition education should be a standard component of the regular school curriculum; school food programs could be used as a teaching laboratory. USDA should produce appropriate posters, films, signs, and other items that focus on the main dietary problems.

6. Agricultural Research Service should investigate the nutritional value and energy requirements of preplated lunches.

7. USDA should appoint an expert committee of social scientists to evaluate the role of school food programs in shaping the child's self-image, eating habits, and role as a consumer.

8. The National Advisory Council on Child Nutrition should be expanded to include at least one member representing students' interests, either a student or a staff member of the National Student Association or similar group. Congress should investigate the past per-

formance and effectiveness of this council; has it had an opportunity to be anything more than a rubber stamp?

Thank you very much.

Chairman PERKINS. Let me comment on your statement by saying that the amendment that you refer to I was opposed to at the time but it really hurts me to see us serve today, 15 or 20 years later, this type of school lunch. This type A school lunch is not as nutritious as it was 20 years ago.

The Department of Agriculture at that time was publishing pamphlets on nutrition, we were teaching our youngsters in the elementary and secondary schools throughout the country under the vocational educational program home economics that had to do with cooking. We somehow, someway, put amendments in the law that should not have been there, that have interfered and made this type A lunch less nutritious and I think that we can get this thing back on board by amending the law, and I am delighted to hear your statement, but I don't believe it is as complex as you feel that it is.

Twenty years ago just about every youngster in eastern Kentucky was taking home economics. They were learning how to cook, and learning something about nutritious meals. We have disintegrated in this area to a great degree in the last 20 years, and we have all of these fly-by-night people today that are doing great harm to our school lunch program.

I won't say they are all, there are many good people, but still we have some fly-by-night people that are getting involved especially in our summer feeding program which is a disgraceful situation in certain areas of the country.

I personally feel one of our greatest immediate problems is to do something about this summer feeding program. Your testimony has been most helpful and we have got to make corrections in this area to see that we get value received for the dollars we spend for the school lunch money, and I want to compliment my distinguished colleague, Congressman Miller, for inviting you here today.

Our next witness is Ms. Mary Goodwin, chief nutritionalist, Montgomery County Health Department.

STATEMENT OF MS. MARY GOODWIN, CHIEF NUTRITIONALIST, MONTGOMERY COUNTY HEALTH DEPARTMENT

Ms. GOODWIN. Thank you. I want to thank the committee for the opportunity to be here. I have been very concerned about school lunches for quite a number of years. I have worked with programs in Canada and visited programs on vacations overseas to see what made them work.

I have had quite a bit of experience with school lunches both here and in visiting programs in other countries. I have also developed nutrition educational materials which would integrate school lunch into the curriculum and have worked with teachers who have been interested in using the school lunch as a way of teaching other materials, so I come with some experience and background in this area.

I was asked to testify just a few days ago and my statement is not complete. I will add parts to it as I go because I didn't have time to get it together the way I would like to. But I will use it as a basis for my comments.

What I want to talk about is some of the challenges, concerns and changes for consideration in the interest of our children. I think sometimes they forget the school lunch is geared for our children. In recent months school food service programs have aroused much concern and controversy. Taxpayers are asking whether the 1.7 million Federal dollars and about the same State and local dollars funneled into the program are a bargain or a ripoff.

Some nutritionists asked if the food served nourished the children or sets them up for diet-related illnesses. Social scientists speculate about the impact of the program on self-image, personality, learning, and behavior. Environmentalists see the opportunity for teaching basics for survival and respect for resources, but often are outraged by the waste of energy and nonrenewal resources. Community workers are inquiring into who is in charge of what becomes the physical substance and maintenance for the bodies of our children; is it the local community or the multinational corporations?

Innovative teachers look to the school lunch as a laboratory for nutrition education. All too frequently what should be a model may be a menace. Parents wonder if the hot lunch filled their children's stomach or the garbage can, whether the children are put in the foreground for experimentation, for new foods.

Most important, will the children have their appetite whet with aroma of good quality, home-cooked food, carefully prepared, and attractively served in a relaxing environment or will they be hustled through a 5–F type lunch. The 5–F's are fabricated, formulated, fortified, frivolous, fake food in plastic, foil and cardboard. One of my friends, talking about the 5–F's, wondered if it wouldn't be better to call it pornicated food since they have diluted and watered down. That may be something to add to our list of 5–F's.

Poor children hope the lunch will be so good everyone will eat the lunch, but fear it will be so bad that attention will be called to their state of poverty because they are the only ones eating the type A lunch. Imaginative and creative administrators recognize the sensory appeal of food and use the school lunch as a powerful learning tool. Others are so obsessed with cost that quality of food and indeed the quality of life are sacrificed. The challenge is to bring the best of all components together and celebrate with a magnificent lunch. Let's look and see if we are getting a bargain or ripoff.

About 5 million meals were served to 25 million schoolchildren, about 51 million children are actually attending schools, so less than half are eating the lunch.

If a wide variety of good quality, minimally processed, nutritious foods are prepared on site, served in an appealing manner to students; the atmosphere is pleasant, the food is eaten and enjoyed and participation is high, that is indeed a fantastic bargain—Try New Orleans! If preplated tasteless meals, transported across the county, rejected by the students, generating enormous waste that is a ripoff. From newspaper reports you may find a number of these sites.

Nourishment or diet-related illness? Whole foods or Watergate foods? Traditionally the model for a nutritious food was one which provided a significant amount of one or more "leader" nutrients other than calories, and was not debased by excessive amounts of sugar, saturated fat, or potentially harmful food additives.

In whole food if leader was present there was also a wide variety of essential followers: for example, an orange, the leader nutrient is vitamin C, along with folic acid, vitamin B-6, potassium and small amount of other nutrients including essential trace minerals. In other words a natural food which is a good source of one or more "leader" nutrients also carried with many other subtle factors involved in nourishing the body. If the "leader" nutrient is reduced by processing, or by diluting the food the other nutrients are also generally diminished. For some, essential nutrients such as certain trace minerals requirements are unknown, but excessive amounts may be very toxic.

A diet containing a wide variety of whole foods generally contains the essential nutrients in an appropriate balance. Today the food supply is "changing." More and more foods are being fabricated and formulated in factories, the "hit parade" of popular or "leader" nutrients are added to these fake foods, making them so-called nutritious. The tomato in your pizza may be fake or diluted with fake tomatoes, the cheese may be "imitation." The food masquerade goes on, "peanut butter spread," cheese food, spreadable fake fruits, fake orange juice, fake milk now being considered for summer feeding programs, fake meats, this list goes on of these foods without integrity or "Watergate" type foods.

There is cause for great concern at the alarming increase of these foods leading to excess and imbalances as well as deficiencies of essential nutrients. And since you mentioned summer feeding, 70 to 80 percent of the summer food service programs—I should say 70 to 80 percent of the children in the summer feeding programs are being fed by huge corporations, not local communities.

The foods are being watered down, they lack in integrity, they are diluted, and this is why I feel they should be called watergate foods because their political connotation is being run by a number of the corporations that have been involved also in Watergate. Somebody pointed out they play dirty tricks on the kids.

Chairman PERKINS. Are you in charge of seeing that type A lunch is served to the people in Montgomery County?

Ms. GOODWIN. No, I am with the health department, I am not in charge of the program.

Chairman PERKINS. But you are telling this committee that this is going on?

Ms. GOODWIN. It is going on nationally.

Chairman PERKINS. In as far as the type A lunch is concerned?

Ms. GOODWIN. Well, yes, because there are foods approved, like imitation cheese, textured vegetable protein, which is very high in sodium and had been linked to kidney abnormality in laboratory and in males. Up to 30 percent of this can be used with meat in the food service program.

Chairman PERKINS. Have you made tests to make this determination, to arrive at this conclusion?

Ms. GOODWIN. This was reported in "Food Technology." There have been a number of studies done on this. The National Academy of Science, Food Protection Committee had a discussion of this, and it is being investigated but all the evidence is not in. But this is where our concern comes in about putting our children in the forefront of experimentation with the new foods.

They are getting them in the fast food lines in school, they are getting them at the fast food restaurant, getting them in the TV dinners. They could be getting quite a bit of——

Chairman **Perkins**. To what extent is this prevalent in your type A lunches?

Ms. **Goodwin**. It is being used. It is allowed up to 30 percent and there are some discussions going on about it going up to 50 percent.

Chairman **Perkins**. You mean up to 30 percent in type A lunches?

Ms. **Goodwin**. Of the textured vegetable protein allowed under the Federal regulations.

Chairman **Perkins**. Go ahead.

Ms. **Goodwin**. One of the problems with these types of foods, the fabricated formula frivolous fake foods, they may have a number of leading nutrients but they also can create excess and imbalances, the idea of fortifying foods to put in foods that are low and to add to foods that are low in nutrient could create more problems than it may solve. A nationwide survey by the USDA in the late sixties showed the lunches did not meet one-third of the RDA for iron or magnesium and in some cases calories. The lunches were high in fat with about 39 percent of the calories coming from fat. About 30 to 35 percent or less of the calories coming from fat would be far more desirable. A study by Mary Head and others at North Carolina State University showed that all meals were inadequate in calories, and a higher proportion were low in iron and ascorbin acid. The average percent of calories coming from fat was 43 percent. Some lunches averaged up to 48 percent of the calories come from fat. Acceptable menu changes and more skilled food preparation would seem like better alternatives to nutrification. Nutrification is hardly the answer to plate waste.

It seems far wiser to spend time and effort in conserving the nutritive value and integrity of whole food, through the use of more locally grown foods, careful onsite preparation by well-trained personnel instead of trying to nutrify "wiped out" foods.

In Canada they have come up with a Thick Kit. Their approach there is we need up to 2,000 calories on the average day and, therefore, to burn it off in terms of spending energy rather than starting to fortify our food before we know how to cope with it.

Six of the ten leading causes of death in this country are diet related: Coronary heart disease, stroke, cancer, diabetes, arteriosclerosis, and cirrhosis of the liver. The roots of most of these diseases may be laid down in childhood through diets excessive in saturated fat, sugar, salt, calories, and potentially harmful food additives. On April 7, 1976, USDA presented the equivalence system for the type A lunch: Potato chips would be part of the vegetable component, pastries, cake, cookies, part of the bread component. Consider the fat, salt, sugar, and caloric content of these foods.

Social and psychological aspects. Bruno Bettelheim, the noted child psychiatrist, says, "How one is being fed and how one eats have a larger impact on personality than other human experiences." From Stockholm to Arichat, Nova Scotia to a few schools in this area— the personal contact of the cafeteria staff and teachers with the students seems to have a major influence on the participation in the lunch and the enjoyment of food by the children. In all cases the staff took great pride in producing a good lunch, during the meals they talked with the children, encouraged them to eat, and got fed on the meal.

The children were loved, their views counted and they felt good about it. In Stockholm the city school lunch director was asked if junk foods were served. She was astonished at the question and replied emphatically "No, of course not, they would not be good for the children."

Another program in Canada where 98 of the children participated in the lunch. It is not free; they must purchase it. The staff is very well trained in the skills of preparing food. This was true in Stockholm. And the manager comes out and gets feedback on the lunch. Do the children like it? If they don't he finds out why. They feel their views count. The people care about them and I feel that these are two of the most important ingredients to a successful lunch.

Chairman PERKINS. Let me interrupt you one more time.

I ate my dinner last night at the Breckenridge Job Corps Center at Morganfield, Ky., and it was one of the most delicious and nutritious meals I have had.

I again state that this is an important hearing and I hate to see us go backward. We served a much better lunch many years ago than we are presently serving. Has that been your observation?

Ms. GOODWIN. Yes; I think that our food habits have changed after World War II. The amount of cakes, pastries, and this type of food has increased about 70 percent in the American diet and also crisp fried-type foods has gone up 85 percent and fruits and vegetables have gone down about 23 percent, and dairy product consumption went down 25, and this, of course, is reflected also in the school feeding.

By 1980, 50 percent of the meals will be eaten outside the home, so our institutional feeding has a tremendous impact on shaping eating patterns as well as in terms of affecting the health of our children, and actually people from the cradle to the grave, because we are getting into it with day care and senior citizen programs and I feel that when the lunch program first started it was far more nutritious than it currently is.

It had better quality foods, they were whole foods. The turkey that was served originally was real turkey. Now it is a turkey role that may have 60 percent moisture added to it. Water is being added to foods. Potatos are made from dehydrated potatoes. These are a couple of the examples of the foods that are approved for use in the school food service program and I feel we need to get at specifications so we can assure good quality and not try to add a vitamin to food to make it seem good.

Chairman PERKINS. I agree wholeheartedly with you.

Mr. GOODWIN. Well, I think that it is exciting to see good models. We should certainly reward them and identify more of them so people can see what can be done, what the potential is. I feel it could be one of the most exciting programs we have in the school system. It is a living laboratory for learning. This committee is concerned with vocational education. Our cooks are going to be part of the endangered species if all the food is going to be prepared in factories. We need to encourage more vocational training using the schools for teaching skills. This isn't being done. Unfortunately, in home economics they may learn to assemble blueberry tarts from tarts and canned blueberries instead of really the nature of food and what you can do with it.

There is tremendous potential. A creative teacher can teach. I have had a number of teachers come to me this summer trying to use food as a way to teach the metric system, if it apepals to the five senses the whole school food service program lends itself to teaching all sorts of components of math from purchasing, bookkeeping, and so on.

I was on the psychological or the cultural aspect of food. I wanted to tell you about an experience we had. At the Montgomery County Detention Center a change was made to high quality freshly prepared food on site from the fast frozen foods. The entire atmosphere around meal time changed—the barrage of complaints were almost eliminated, no more food hurled against walls. An added bonus, the cost of food was less. If positive emotions are aroused, the program is contributing to the emotional well-being of children.

If negative emotions are aroused and the meal is unenjoyable, the lunch program may be detrimental to the child's self-respect. Eating and being fed are intimately connected with one's deepest feelings. Food offered without due regard for children's self-respect may result in their disliking school, thereby poisoning their relationship to school and learning. Children should be encouraged to feel they are important, worthwhile people. Traditionally mealtime is time for socialization—relating to others, sharing and caring. Is this possible in today's schools?

According to Senate hearings on "Trends and Pressures on the American Family—children are alienated from society because they feel rootless, and they live in an age segregated society. Encouraging ethnic and regional foods with participation of older persons in the community a rich cultural heritage could be shared. In Washington State senior citizens are assistants to the teachers in one community college in a program called the Bridge.

On food day a 75-year-old man taught the students at Bethesda Chevy Chase High School all about sprouting. The students and the man had a wonderful experience. Food is a fascinating and effective way to learn about other cultures. Limiting the variety of food may be contributing to cultural deprivation. Consider the dehumanizing experience of being issued daily a plastic, foil, and cardboard packs with a very restricted variety of foods.

Humanize and enrich the lunch room experience by opening it up to the community from day care through senior citizens groups.

Environmental issues.—Preplated lunches are energy intensive in processing, refrigeration, transportation, and freezer storage. As energy costs rise, will the cost of these preplated lunches rise? Also, in view of the global energy shortage, the energy used in all of the processing, packaging, and transportation must be considered. There is also a phenomenal amount of waste generated by these preplated lunches—paper, plastic, foil, and cardboard.

Is this waste of our nonrenewal resources justified? These ecological ramifications must also be scrutinized.

Big business or local control.—Day care, schools and senior citizens food services are a new market for the large corporations. Our food system is the underpinning of our society and our culture. Good food is essential for good health and social well being for the individual and the communities. Will communities have decisionmaking power over what their children eat at school?

Will they be given the necessary information to make wise choices? How much food could be produced in the community or local region for use in the schools? Or will food be shipped long distances at the expense of nutrition, quality, and taste? Parents should be encouraged to take more responsibility for the program instead of being put down when they raise questions.

Nutrition education.—Food is important to know about in terms of personal health, self-reliances, and as one of life's pleasures. Food is also a powerful learning tool because of its broad sensory appeal and deep emotional connotations. Learning about the nature of food, and what and how to use could be greatly enhanced by the assistance of cafeteria personnel. Coordinating math with food purchasing, preparation, and service, horticulture, ethnicity, food history and cafeteria menus, art and design and environmental education with improving the atmosphere in the cafeteria.

Local and regional celebrations with festivities in the cafeteria. In other words, the school food service becomes a laboratory for innovative teachers who want to give their students real life experiences. For this well trained teacher and food service personnel who can work cooperatively in the best interests of the children, nutrition education instruction should be done at the academic level to prevent the program from becoming a tool to promote inferior food and poor consumer practices.

Parents and children.—About 55 percent of the mothers with school age children (6 to 17 years) are in the work force. A good school lunch is very important to these children and for the roughly 9 million children receiving free and reduced priced lunches. Busy lifestyles and the snack culture increases the significances of the program for all children.

Making the school lunch work will take much teamwork. Parents should let administrators know they feel the program is important. Administration should realize a good program will cost money. Food has increased at a much more rapid rate than other items in the consumer price index. A proportionately higher budget allotment should be made.

CONSUMER PRICE INDEX

	1972	June 1976
All items	125.3	170.1
Food	123.5	180.9

Recommendations:

1. Nutritional standards and food quality should be based on whole foods rather than on the fabricated, formulated, fortified, frivolous fake foods.
2. Nonnutritious foods should not compete with the type A lunch.
3. The status of the school lunch should be upgraded by making the lunch a learning laboratory for the regular school curriculum.
4. Foods should be carefully prepared and attractively served by skillful student-oriented staff.

5. The lunchroom environment should be pleasant, relaxed and with adequate time for eating.

6. Middle level cafeteria staff should be well trained as food workers and teaching assistants. Federal funds should be available from working with universities to set up training programs. Domination by vested profitmaking interests seem inappropriate in the educational setting.

7. Community involvement should be encouraged with emphasis on cross generational, ethnic, regional and local activities.

8. Research is needed on a new model for total nourishment preferably beginning with a biological one, to complement the chemical or nutrient approach currently used.

9. Social scientist should study the cultural, emotional and psychological impact and potential of the school lunch.

10. Careful cost analysis should be made to compare different food systems. Consideration should be given to capital and labor costs, energy use, full enjoyment in the community and maximize use of facilities. Food quality and nutrition as the main focus.

Thank you for the opportunity to express my views.

Mr. MILLER [presiding]. Thank you. We will go ahead and hear from the third member of the panel and then we will have some questions.

STATEMENT OF ELAINE BLYLER, N.S.R.D., DIRECTOR OF NUTRITION, GEORGETOWN UNIVERSITY CHILD DEVELOPMENT CENTER

My name is Elaine Blyler and I am a registered dietitian. I have a masters degree in nutrition and at the present time I am director of nutrition at Georgetown University Child Development Center and I am an instructor in pediatrics, and I am a member of the Society for Nutrition Education and my previous position was recipient of one of the USDA grants that Dr. Jacobson mentioned, one of the ones for totally $250,000.

Thank you very much for having me today and I am going to be speaking more about the use of food additives in the school lunch program and will be speaking more not only about the school lunch program but about our foods in general, because we have mentioned that the school lunch has deteriorated in the last 20 years, as that is really true of Americans' eating habits.

A food additive is defined by the Federal Food and Cosmetic Act as "any substance, the intended use of which results or may responsibly be expected to result, directly or indirectly in its becoming a component or otherwise affecting the characteristics of any food including any substance intended for use in producing, manufacturing, packing, processing, preparing, treating, packaging, transporting or holding food and including any source of radiation intended for any such use."

This definition includes additives that are intentionally added to foods as well as those that may unintentionally result in a food product. Most of the concern exists with the additives that are directly added to foods for specific purposes such as coloring materials, flavoring agents, antioxidants, acids and bases, artificial sweeteners, gelling agents, stabilizers and emulsifier, preservatives, taste enhancers, and nutrients. Many of these substances are naturally occurring products, however, others are artifical.

Much of the concern exists about those additives on the GRAS list generally recognized as safe. Additives were put on this list in 1958. Our scientific methods to determine the effect of ingestion of these additives have now become much more precise.

In addition, since that time, larger quantities of these additives are being ingested and scientific methods for testing the effects of ingestion of these additives has become more precise. In addition, scientists can more precisely determine the lowest amount of an additive needed to produce the desired result.

An example is the amount of nitrite used in cured meat, such as hams, bacon, lunchmeat, frankfurters, and smoked sausage products. Nitrites are added to these products to prevent the growth of Clostridium botulinum, the toxin of which can cause death. However, the nitrites used react with amines, which are present in these protein foods to form nitrosamines, a substance that has been found to be carcinogenic. Thus, while it is necessary to use these additives, the amount of nitrite that remains in the meat after processing should be set by FDA and enforced by USDA as currently some cured meat products contain nitrate residues in the amount shown to produce tumors in animals.

As is frequently the case, a generalized statement that food additives are good or bad would be foolish to make. The use of many of these substances has resulted in the availability of lower cost foods, more nutritious foods, and a decrease in food borne illnesses. But as the number of food additives used in our food supply increases, monitoring safety becomes more complex and the consumer's job of selecting foods more difficult.

The Food and Drug Administration is the Government agency designated by Congress to monitor the Nation's food supply. Presently this agency has contracted out the job of reviewing all the scientific literature concerning each item on the GRAS list. This review has already taken several years and is expected to take several more.

When the literature review indicates that an additive may not be safe then the effects of these substances are tested on laboratory animals an expensive and lengthy process. The Food and Drug Administration needs increased funding for the review and testing of GRAS listed additives and for other research in support of its regulatory functions. Such research is worthwhile and adds to the body of knowledge available for making food and nutrition policy decisions. I stated that with the use of food additives, the consumer's job of selecting foods is more difficult.

For example, some potato chip manufacturers used BHA or BHT as an antioxidant; that is to maintain freshness. Since the public became concerned over the use of these additives in foods, some manufacturers have removed the name of the antioxidant used and merely list oil preservative added. This is just one example why full identification of spices, flavorings, coloring agents, and other food ingredients must be required.

FDA, to my knowledge, has the authority to require this but has not acted. S. 641, the Consumer Food Act which has passed the Senate twice would require FDA to inspect each of the Nation's food processing plants yearly and more importantly would open up industry records to FDA inspectors. This bill would help FDA to enforce its regulations. A companion bill has never been introduced in the House, but S. 641 is in the House Interstate and Foreign Commerce Committee where it will probably die.

I would like to also address some remarks to the hypothesis that Dr. Feingold advanced in 1973 concerning the development of hyperkinesis or hyperactivity in children when they ingest certain food additives.

This hopothesis was advanced without very much scientific testing and there have been some guidelines drawn up since that time to test this hypothesis and currently at the University of Wisconsin in Madison, four psychologists are testing this hypothesis, and I think this is important because we need to know the results in terms of the kinds of food we should be having in our school lunch program.

In this study, objective psychological, psychophysical, classroom observational data and parent and teacher ratings of behavioral changes are being collected on 46 hyperactive boys over an 8- to 10-week period. During this period, a control and experimental diet is being fed to the children. The parents, teachers, clinical investigators, classroom and laboratory investigators are all unaware during the data collection whether a child is on the Feingold diet or on a diet containing artificial colors and flavors.

Half of the children received the control diet first and then switched to the experimental diet; the other half received the experimental diet first. The project is still incomplete, but preliminary findings were made available in January 1976. The behaviors of the older group of hyperactive boys, 6 to 12 years old, does not appear to be diet related as judged by parent and teacher ratings, observational laboratory data.

Parent ratings of the younger boys, 3 to 5 years, showed that behavior did improve although the more objective laboratory data did not show corresponding improvement. Thus with the possible exception of the younger aged boys, the preliminary analysis completed to date do not appear to confirm Feingold's hypothesis, that hyperactivity in children can be caused by the ingestion of artifical food, flavors, and colors.

At the university affiliated program for child development at Georgetown University Hospital, Dr. Judith Rapoport, M.D., associate professor of pediatrics and psychiatry, Georgetown University and research scientist, NIMH and Dr. Patricia Quinn, M.D., instructor in pediatrics, Georgetown University, have been looking at causes of hyperactivity in children since 1973.

They have found a significant correllation between hyperactivity in children and the number of minor physical anomalies or stigmata. Examples of a stigmata would be a deeply covered epicanthal folds or a high arched palate. In addition, Rapoport and Quinn found a significant relationship between the number of the anomalies and obstetrical complications.

They speculate that the same insult that produced the stigmata may have caused central nervous system abnormalities which reveal themselves in behavioral symptoms.

Ms. Sushma Palmer, M.S., R.D., formerly director of nutrition at the child development center and assistant professor of pediatrics, evaluated the food habits of a random sample of the subjects under investigation. In addition, the food habits of a control group were also evaluated. Evaluation was by diteary questionnaire administered to the parents. The questionnaire was administered and scored without knowledge of whether the child was a member of the hyperactive or control group. No significant differences were found in the amount of food additives consumed by the control or experimental group.

Although it may be possible that within the group of children diagnosed as hyperactive, there may be a subgroup of children whose allergies to food additives may be manifested by behavioral symptoms, neither research at Georgetown nor Dr. Harley's preliminary data seem to support this hypothesis.

If I were responsible for developing menus for a school lunch or breakfast program, there are foods which contain food additives that I would not serve. Examples of some of these foods are cured meat products, fruit drinks and nondairy creamers or toppings, and formulated grain products. These foods are not the best food choices for children because: cured meat products, which contain sodium nitrate, contain less protein per 100 calories than do other protein foods such as ground beef, tuna, chicken, or eggs; fruit drinks, which usually are artificially flavored and colored, contain less vitamin C and vitamin A per 100 calories than do fruit juices; nondairy creamers or topping, which are totally additives, contain less calcium per 100 calories than do the milk-based products they replace; the formulated grain products contain added sugar and fat but less trace minerals and certain vitamins as a result of processing. Thus when foods are selected for use in a Federal food program, many aspects of that food should be considered. Due to rapid changes in our food supply, persons making these selections need access to research findings and adequate training in nutrition.

The foods eaten are subsequent nutrients, additives, and other components of foods that Americans obtain are affected by the decisions, policies, and activities of various departments and agencies of the Federal Government. So that nutrition policy can be coordinated and directed within the Federal Government, bill S. 2867 has been introduced by Senator McGovern and Senator Humphrey.

This bill will rename the Department of Agriculture and would set up an Office of Food and Nutrition. As of yet a companion bill has not been introduced in the House. I would recommend that House Members consider the problems that exist as a result of not having coordination and direction in the nutrition policy of our Nation.

Mr. MILLER. Thank you.

Mr. Buchanan, do you have some questions?

Mr. BUCHANAN. Please go ahead.

Mr. MILLER. If I might, Dr. Jacobson, in your testimony you talked about one simple aspect, and that was the question of whole grains in relationship to nutrition, vitamins, minerals, and also fiber, and yet made mention of the fact the USDA does little or nothing to promote the use of whole grains. To what extent does that extend across the board to other alternatives of foods of more food value, better nutrition?

Mr. JACOBSON. I think we have seen a laissez-faire attitude coming out of USDA and the most outrageous thing USDA has approached is the vitamin, mineral protein cupcake for the school breakfast. That was approved over the objection of USDA nutritionists. USDA seems to be listening more to ITT which helped develop the Astro Food fortified cupcake and the preplated school lunches.

Mr. MILLER. What is the burden of proof for introduction and acceptance of a food like that in the breakfast program or lunch program: what do you have to show?

Mr. JACOBSON. It has to meet certain nutrient standards, certain amounts of so many vitamins and minerals and protein. If a company meets those standards then it can introduce it.

Mr. MILLER. Regardless of how they meet them?

Mr. JACOBSON. As far as I see they do with Astro Food.

Mr. MILLER. Astro Food is like a 14-day trip, going backpacking, you take a lot of things backpacking you don't eat every day.

Mr. JACOBSON. Astro Food is ITT's name for its nutrient fortified cupcakes, and it is fortified, it is essentially a cupcake fortified with certain vitamins, minerals, and proteins. It's got to have a certain number of calories which get the large sugar—a vitamin pill is stuck into it, so to speak. I suppose the standards could be met with a protein-coated sugar cube with the vitamin, mineral separate.

Mr. MILLER. Like M and M?

Ms. BLYLER. I guess it was several years ago they had in the Federal Register that if you would reply to the probable use of this product in the school lunch program, and after they made the decision that it could be included I was just amazed, and so I asked USDA if I could read the various letters they had gotten in about this product, and after you read the letters you would really wonder how they could have made that decision because there were many well-written letters against the use of this product.

But on the one side there were some well-written letters by the companies that would be producing these products, really pointing out the advantages, the monetary advantages to using these products.

Mr. MILLER. That is what I am trying to get to. I was involved with this issue in California. It appears if I listen to the discussion on preplated food, fortified drinks, or fortified foods, that burden of proof involves two things: one is acceptability and the other is cost. Somehow if we get low-income children to walk by in the morning and grab this cupcake and drink the most fortified drink, whatever it is, we assume it is OK. But what you are saying is the nutritional burdens, if I can keep taking these legal analogies, has not been met, and the question of additives or how you reach that nutritional goal, how you reach caloric level——

Ms. GOODWIN. One of the problems with the nutrient way of measuring the quality of food, you say you should get a third of your recommended dietary allowance from the food. It is measured in terms of nutrients that could be added, not naturally occurring nutrients, so you could essentially put a vitamin pill, and give it to the child in the form of, well, there is Astro Cake, Devils Cake, Crum Cake, Morning Break, and Tasty Cake, these are the products, and Donut, Super Donut.

There are five or six of these products that are approved and since they are served in conjunction with the glass of milk, they are suppose to substitute for orange juice or the fruit and cereal component.

Nutritionist objections are, first of all, that they are sweet and one of our strongest tastes is for sweets. This is developing, further developing this in the child and setting him up for poor nutritional education practice and poor eating habits and also we feel there are many trace minerals and other unknown nutrients we haven't even specified.

We don't know how much we need of certain trace minerals and yet the origins of food technology do assume they can produce the food that simulate nature, which nutritionists don't feel you can do this. Neither man or rat can live on a synthetic diet. What is happening is that food like milk is natural food but there is a movement toward having the formulated fabricated milk-based product used in summer feeding.

Mr. **Miller.** Why? Why is that?

Ms. **Goodwin.** Why, it is cheaper. The idea would be the shelf life would be shorter and it would be longer you wouldn't have to store it, you wouldn't have to worry about refrigeration. But we don't have a shortage of milk and it would be like a milkshake for your breakfast or snack food, or whatever, we don't need that kind of sweet.

Children should drink milk, not this, and in the long run it might be cheaper because fewer companies are controlling what we eat, and when they are very diversified they can take a loss in the beginning and the costs go up and the formula companies are pushing the product.

It is more for profit on the part of the formula companies, not because the children need it.

Mr. **Miller.** Can you tell me in your studies or experiences how the case is made? We had material on it when we had the school lunch and milk issues before us. One of you, I think Ms. Goodwin, said in New Orleans, that they could serve their lunches there that you claim are made from scratch for about the same cost.

Ms. **Goodwin.** I don't know what the costs are in New Orleans. I know they have a very successful program. The director is very proud of it. He says they never switch to anything.

Mr. **Miller.** Are all the directors as proud of their program?

Ms. **Goodwin.** He is, particularly, and it is a very good program. Participation is very high and they give students a choice. He did not go into cost. I don't know. They don't charge the students very much. I think it is 35 cents. But I am not sure what the actual cost to them is.

We found at the detention center that by preparing food onsite it was cheaper and then a day care center that had lunches brought in the preplated lunches found when they started eating lunches prepared onsite they were saving $10 to $15 a day on the lunch, and this was a small program of 40 people.

Mr. **Miller.** You mentioned also in your testimony the fact that a certain percentage of the preplated lunches, in fact, did not meet type A standards. I think it was a food technology study you referred to.

Ms. **Goodwin.** Yes.

Mr. **Miller.** They did not, in fact, meet the standards that we the Government had set for type A lunches. Am I giving that a correct interpretation?

Ms. **Goodwin.** Yes; they are low in calcium, iron, vitamin C, and——

Mr. **Miller.** How do they continue to get to serve those lunches?

Ms. **Goodwin.** There is very little monitoring. This is one of the things that needs to be done is on the quality. For instance, parents told me when they first started preplated lunches in one particular area they were getting like legs of chicken. Soon it was switched to wings and the servings became very small.

They started with good products. No one is monitoring this, no one goes around and checks. When the lunch is prepared onsite some of these were deficient, the preplated ones with so much processing, the freezing and then the cooking twice, the reheating and the holding, there is opportunities for much more nutrient loss with these, and I feel we should be teaching conservation of nutrients, how to conserve them rather than to prepare.

This is just not a very efficient way of doing it. We are throwing nutrients, oxidizing them in the air and pouring them down the drain with this type of lunch.

Mr. BUCHANAN. I will just take a moment, Mr. Chairman.

First of all, I want to thank the panel for your testimony this morning. Now, let me see, Ms. Blyler, I understand you are a nutrionist in Georgetown and Ms. Goodwin, you are chief nutritionalist for the Montgomery County Health Department.

Dr. Jacobson, is your degree in nutrition?

Mr. JACOBSON. It is a Ph. D. in microbiology, which has a lot of biochemistry in it. It is kind of a basis for studying nutrition.

Mr. BUCHANAN. Would you tell us about the Center for Science in Public Interest of which you are codirector.

Mr. JACOBSON. Well, we are a citizen action group, funded by donations and foundation grants, nonprofit tax exempt. We try to advise consumers on environmental problems. I direct our food program. We have petitioned Food and Drug Administration to outlaw certain things from the food supply. We have asked for better labeling. We have criticized advertisment and lately, the last, we have been in existence 6 years. For the consumer movement it has been a very difficult period in Washington.

We have tended to switch our focus to working with citizens groups around the country. Some of the things we have been involved in are trying to provide citizens groups with information on how to get better foods into the school program or getting junk food out of vending machines.

We tied together a lot of these citizens action activities by sponsoring an annual food day where citizens groups on a certain day all do various things around the country.

Mr. BUCHANAN. Do you research yourself or is your activity based upon that of others?

Mr. JACOBSON. We do an occasional study, occasional experiment. More it is desk type research. What we found is that there is a tremendous amount of research out there and the problem is getting it implemented, so the Institute for Dental Research has done a study showing relationship between certain foods and tooth decay.

We don't see our branch of Government such as the Department of Agriculture using that research to improve eating habits and reducing tooth decay. Very often we see what research has done but not utilized.

Mr. BUCHANAN. Thank you. I want to nail down a couple of points. It intrigues me in your testimony, Dr. Jacobson, you say candy, soda pop, fruit drinks, puddings, cake, cookies, gelatin desserts, and ice cream are frequently available in schools and that many of these foods are not components of the type A lunch. You point out that they are frequently available a la carte or in vending machines.

Now, I am not a nutritionist and claim no expertise in this. I understand about the candy and soda pop, the fruit drinks other than fruit juices. Getting beyond there, puddings, cakes, candies, gelatin and especially the ice cream. Are you categorizing this as junk food?

Mr. JACOBSON. Well, I tried not to use—I occasionally slip up—I try not to use the term junk food because it implies that it is a black or white situation.

In fact, the quality of foods covers a continuum from absolute junk, which may be a piece of hard candy with artificial color and flavoring in it and 90 percent sugar to on the other extreme broccoli or spinach are dynamite food with vitamins, minerals, low fat, low sugar. Ice cream is more complicated, it does have calcium in it, some amount of protein, but its got a fair amount of sugar and it is rather high in fat.

If you look at the major nutritional problems in the United States you see two of them are, we are eating too much sugar and eating too much fat. For that reason I say people should minimize their consumption of ice cream, but I won't call it absolute junk.

Mr. BUCHANAN. Are you advocating that in the school lunch program you should never use such desserts as cookies and ice cream?

Mr. JACOBSON. Well, I wouldn't say never, but I would say reduce it to an absolute minimum. I think what we need for school lunch programs and for the diets and, in general, in the United States are nutritional standards, and these would include such things as a fat content of 30 percent, sugar consumption of, say, 5 percent, of our total calories.

Right now it is four times that. Minimizing certain additives, and with the standard like that then we could judge how frequently to serve these foods, so maybe we will have cookies as the dessert in the food program every sixth day and not every 2 days.

So, there need not be an absolute prohibition, but in many places there is just too much of this.

Mr. BUCHANAN. Would either of you comment on this. I am intrigued.

Ms. BLYLER. You can make a nutritious cookie. Ice cream really isn't that high, only 12 to 16 percent. You could have ice cream and not, probably depending on what else you use, come over 30 percent, 35 percent.

Ms. GOODWIN. One of the problems is our caloric requirements are less active now, it is harder for some of us to burn up the excess calories. When I studied nutrition at the University of Toronto, when we evaluate surveys, we considered more than two sweets a day unsatisfactory, and ice cream was considered a sweet. It was because of the high amount of sugar. But it was not ruled out as a possibility for contributing calories to people who need them, though it was a reasonable good rule of thumb if they measure up in the other major food groups and then more than two sweets a day were considered undesirable.

Mr. BUCHANAN. Well, I am just trying to get whether you recommend their elimination in the school lunch program or school lunches that are served. Is whole milk less good for children than skim milk on the average?

Ms. **Blyler.** I think it is best to have low-fat milk available in the school lunch program. Either skim milk or 2 percent milk, yes. Most people do feel that it is desirable to reduce our intake of fat, but whole milk has 4 percent, skim milk——

Mr. **Buchanan.** That is regardless of the age of the child?

Ms. **Blyler.** Except for under 1 year old, then they should not be using skim milk.

Mr. **Buchanan.** Thank you.

I understand the problem with prepackaged foods and with what might be clearly delineated as junk foods. I wonder how far you can go in the elimination of things like some kind of dessert that appeals to children in a successful lunch program, it appears to me to be one of the problems, at least in my household and others I have observed, that it is hard to get the children not to want to take a sack lunch to school.

Do you have any comments on what you do about the sack lunch?

Ms. **Goodwin.** I think the sack lunch could be a very good lunch and I think the dessert could be fruits, peanuts will be a good food in the lunch. One of the problems is when there are a lot of pastries and cakes available, as I have seen in a number of lunches, you start out with the dessert line that is the first component.

In some of the cafeterias as set up, if you get tired waiting you can fill up on desserts and take them and go with your milk. It is a question of balance and in providing better alternatives, but many students do fill up, they eat the a la carte and have a big saucer of cookies, and I have watched them in the junior highs going with a couple of these and something to drink, and that was their lunch. Sometimes there wouldn't even be milk with it. So, I feel it is important to give people information on how to improve their bag lunches. I think they can be very good. But many children who are low-income, which could be up to 18 or 19 million children eligible for free and reduced lunches, they may end up being the only one buying lunch in school. If every one goes with a bag lunch, I think we have to be concerned about this and working mothers frequently don't have the time or energy to prepare sack lunches, so it would be good if we had a model program, it has many, many benefits, I am all for a very good school lunch program, but I think we are shortchanging our children with the type we see in many school systems today.

But I think it could be improved primarily with the commitment on the part of the administration, involvement of teachers, parents, and the administrative part of the school, and a very good program in training the staff to be really good cooks, to prepare food that is appealing to children.

One of the schools in my area, the cafeteria manager is very interested in providing quality food and she prepares just enough for like 50 children at a time, so there is always fresh food, it isn't sitting there for hours during the lunch period. I think that with this kind of commitment, she goes out and talks to the children, if they are not eating it.

We need more of that, more encouragement of that type. Administrators are trying to reduce cost, they don't have the cafeteria worker for a long enough lunch period. This is one of the reasons I feel the lunch period is short because they don't want to pay the staff more money. It is partly an economic thing. I feel if it was a real good program, parents would support it and pay more for it.

There is little sympathy for a poor program and they get disgusted when they ask questions and feel put down and it means it has to come really from the community. I feel at this point, with encouragement from the school administration, and at this point it is hard to get the two together.

Mr. **Buchanan**. Did you have further comments?

Ms. **Blyler**. I would like to make a comment about some money that was available in the USDA budget to have programs which would encourage the kinds of things that Ms. Goodwin is speaking about.

In fiscal year 1975, USDA did spend $250,000 to instigate programs like this, but in 1976 the Office of Management and Budget, or OMB, took out this $250,000 and that wasn't even available.

Mr. **Jacobson**. Congressman Miller before was getting into some of the reasons for some of the changes in the school food programs. One of you were asking about our center's activity. One of the things we do is keep open the revolving door between industry and Government.

One of the people who has gone through the revolvng door is Mr. Edward Heckman of the U.S. Department of Agriculture who is the supervisor of the school food programs. He was president for 8 years of the Keebler Biscuit Co., which makes one of those vitamin, mineral, protein cupcakes for the school breakfast program, and he wasn't a nutritionist from the University of Illinois or anything like that, so there was a definite conflict of interest that creeps in and it is this kind of inherent conflict of interest of people who are trained in industry and then come and make decisions in Government. It is rampant in both Food and Drug Administration and the Department of Agriculture, and I think that they set the tone for these preplated lunches where a kid gets one lousy little chicken wing to eat and it may be cold because it hasn't been completely heated up.

The Food and Drug Administration has shown little concern about the overall nutrition, and higher-ups at USDA likewise have shown no real concern; it just hasn't been a consideration.

Mr. **Buchanan**. May I ask, do you feel that the kind of lunch you here advocate is achievable, that it can be prepared in a way to appeal to children where children will have choices as to the lunch program as to what is economically feasible for a school system?

Mr. **Jacobson**. I think if you look around the country, you will find a few examples of where this has been done. Milwaukee is one example where the lunches are costing 30 to 35 cents to the kid, there is no extra subsidy from the city. The school food survey director really cares, he maks an effort to get all the staff involved in every aspect of the food service; they really understand the program. The kids there don't have a choice, they eat what is put in front of them.

I have been told in New York City that wouldn't work, the kids would demand a choice. I think we have to have goals toward which we will strive. We are not going to have these kinds of programs overnight. The kids aren't going to be eating bean sprout sandwiches on whole wheat bread across the country.

In New York City some parents concerned about the school food programs went into the schools and talked to the kids in the morning about new kinds of food. They got intrigued and they had the foods and I am told they ate them with a lot of seasoning and the initiative now is coming from small, basically unfinanced citizen groups with no assistance at all from the Government officials.

But we have got to have some goals and hopefully there will be some changes in Government policies that will make this much easier for citizen groups.

Mr. **Buchanan.** Ms. Goodwin.

Ms. **Goodwin.** At a school not too far from here, the parents became very interested in the lunch program and would like to take it over. I don't know if this can be arranged. And they are coming from a community-based store where the people have an interest in the store, it is sort of a cross-generation type of thing, where high school students come and volunteer and, ideally, it would be good if they could teach the younger children and introduce the food. They are very turned on to eating wholesome foods and would like to gradually get this type of program into the school system.

I think a model like this has a lot of potential and should be encouraged. It would probably need some seed money, but the parents are negotiating now with the schools. The PTA would be largely responsible for doing it, but they would work through this paritcular captive store to make it happen where they could get food at reasonable cost.

Another problem too is the bid system. We found with the detention center, for instance, cornmeal was much under their bid and they could buy it from the particular wholesaler, but the bidders are afraid they are going to lose, so they bid high and they have to take the product.

Well, they probably didn't apparently get any lower bids than the cornmeal but they were paying twice as much for it as it was available at a market at the time. So then bids are put in a year ahead and it is a hassle for most school lunch people to deal with this, and I don't know what can be done about it. And then another cost is the horrendous bookkeeping they are put through by USDA.

Some of this could be reduced and it would cut costs immediately, to provide more time to prepare better food and more interaction with the children.

Ms. **Blyler.** I think what we are saying then is that we do need to mend food, our food habits, and the way that this can best be done is having more nutrition education in our school systems. That is where we need to have more funding for those kinds of problems.

Mr. **Buchanan.** Thank you, very much.

Mr. **Miller.** I would like to pursue a couple of points. From a prior day of tesitmony it was my understanding that school food personnel would like to serve different foods, but that they weren't available. You couldn't get them, and, therefore, were, sort of, captives of the industry. They had to go ahead and serve hotdogs with *x* number of preservatives. Again, the question of milk, certain types of milk were available, other types of milk weren't available in the volume they needed.

I noticed in a note I have here that vending machine sales alone in 1974 were $5½ billion, and that this is just a little part of the daily food intake of children in schools. $5 billion involves more than a mom and pop industry.

Mr. JACOBSON. That is not just schools, that is the entire——

Mr. MILLER. Excuse me, I stand corrected. But it is my contention they don't have to be captives of the industry, that the school lunch program in this country represents a significant portion of the market and that if they determine they want raw milk I don't know if that is good, bad, or otherwise—it would seem to me that the marketplace could be adjusted to meet that demand.

Now, I don't know if the center has done that kind of looking into it or not. But to continue to say we would love to change, we know we are frying our kids' brains if we keep serving them these hotdogs, we can't do it, so we are going to keep doing it.

I know in California, at least, that some of the major dairies now are turning out what you would call natural butters and milk products and yogurts and all kinds of things, and it must have been to their economic interest to do so, they didn't do it because they like people who go to the natural food store, they do it because there was a profit there. Have you looked at that?

Mr. JACOBSON. No, we haven't looked at this point in particular but it has always seemed that way to me, that the school food service is such a lunch market, that is one reason big business has gone into it and if the New York City school says we want a cookie that has only 10 percent sugar in it and has no artificial color or flavor, the companies will comply.

There is a small group of women in suburban New York who have formed a school food committee that has gotten the authority to have final control over what gets into the schools and they tell the company, they asked the company for an increase of their products. If the companies wouldn't give it to them, they say we are not going to have your products in the school, and that caused one company, Drake, to begin making food snacks that are lower in additives, and Nabisco is beginning to talk to them because they threw their cookies out of the school system. This is just the beginning of some changes.

Mr. MILLER. If we can go, again you can comment, if you assume that is so, then really where do we go to make the impact? Is it Federal nutritional standards still that we are talking about? Or is it requiring States to come up with these standards? Where are we really going to make the impact if we assume the food is available? You can't upgrade the diets and you can do it within some limits of cost, maybe one of those three things is not so. Where do we enter the system to make these adjustments to try to recapture some of the nutritional value and throw out some of the chemicals?

Mr. JACOBSON. I think the most efficient way of doing it is through Federal legislation. Many of these companies I think, because at the Federal level you have a greater degree of sophistication, you have much greater resources to evaluate their products. At the local level, I think these big companies like ITT Continental, which makes Wonder bread and Morton's pies, and so on, can walk right over those people, that these big companies can come in with their scientists and 50 lawyers and rewrite the school food regulation and have the scientists say how great the astrofood is going to be for the kids and that is it. It is very hard to mount resistance at a local level.

I would be strongly in favor of Federal guidelines.

Ms. GOODWIN. I would agree. This past summer, ITT sent out letters to all the possible summer feeding programs in Connecticut and asked if they could run their program for them. The teenagers told me that on Friday night Mortons was advertising that they really had saved the school lunch program on TV, what we are doing for your community, and the more we give the control to the big business companies the parents feel their efforts don't count, and often are put down by school systems.

Then they raise questions. So, unless we have guidelines from the top, and often people at the local level may not have the knowledge or the information that is needed to demand quality food, I feel some of them don't know what specifications to ask for with these companies, and if we do have it on a national level, it would be easier to manufacture a larger variety of products rather than limiting it to a local community, although I would like to see much more locally-used foods.

I think if we got back to whole foods we wouldn't need so much intervention on the part of big companies, like, for instance, Pennsylvania should be able to, with it all grown there, practically supply all the produce and probably meat, chicken and so on, the school could use.

It is the fourth biggest food business in the country and it would save energy. We would have fresher foods, be more nutritious if we could use more locally-grown foods. But this is not happening, it is mostly processed food that finds its way into the school service programs.

So the incentive for doing this from the Federal level would be useful.

Ms. BLYLER. Well, I think ideally we should have better qualified people in the local areas making decisions about these things. I am somewhat hesitant about having Federal food standards just because I have seen some of the regulations that have come out and then how they are finally implemented at the local level. So, I would think there would be perhaps other ways that could be done.

They may not get the results quite as quickly but I wonder if, in the long run, it would be better to use more local personnel in making the decisions.

Mr. MILLER. Finally, one question. If you have any experience with it, is there any evidence, I guess it is mainly in high schools, although it may be in conjunction with some grammar schools and high school programs that have the program where the students learn kitchen skills and various cooking skills, catering—are the operation of the food programs in those schools any better, any different?

Ms. BLYLER. I don't know.

Ms. GOODWIN. I know one case they were running a program offering lunch at the same time as the type A lunch and the school food service personnel asked them to stop because they had to close it down, it was much more successful than the school food program. It was, of course, in restaurant management.

Ms. BLYLER. Was it nutritious?

Ms. GOODWIN. It was a good lunch but it was more popular, better prepared, and so they have had to run it offhours from the lunch hour.

Mr. MILLER. Do you think it would make sense to expand some of these programs? I think in the school district in my area they are kind of limited to sort of do the brunch kind of things where they make cakes.

All the students run an incredible catering outfit that puts on dinners for civic clubs and everything else and they apparently do a very good job.

I wondered if that is one of the avenues to the cost problem.

Ms. GOODWIN. I think it should be integrated into it because you have the laboratory right there for doing it and they do get money for vocational education. Combining the two would seem much more efficient. And this is what I mean by expanding the school facilities to serve the community more. If your Kiwanis Club wants a dinner, why not support the local school, if they have a good product? Right now, many of the schools would be last place anyone would go to have a banquet. I think this could change around.

Here is where I think we could involve training, and in training people in how to prepare food, get some real people running the training programs, using the local university to get qualified people with a background in nutrition where food is nutritious. We do need the skills and I could see that the schools could be running a kind of almost restaurant service for day care, senior citizens, for clubs in the community, and so on.

Mr. BUCHANAN. Thank you. I have no further questions.

Mr. MILLER. I want to thank you very much for taking your time this morning.

Our next witness will be James Mack, who is president and general counsel of the National Confectioners Association.

Welcome to the committee, Mr. Mack. Your testimony, which I believe members of the committee have, will be printed in the record in full and you are free to summarize it or to read from it.

STATEMENT OF JAMES E. MACK, PRESIDENT AND GENERAL COUNSEL, NATIONAL CONFECTIONERS ASSOCIATION

Mr. MACK. It is very brief, sir, if I could recite it and then speak from it?

Mr. MILLER. Go ahead.

Mr. MACK. It is very, very concise, sir.

Mr. MILLER. Yes.

Mr. MACK. For the record, I am James E. Mack, president and general counsel of the National Confectioners Association, which is the national trade association of U.S. confectionary manufacturers and industry suppliers. This appearance is entered in behalf of that association and also the National Candy Wholesalers Association, which is the national trade association representing the confectionery wholesalers throughout the United States.

These comments pertain to the subject of confectionery sales in schools. As you know, current Federal policy, which has been in effect for many years, leaves to the States and local jurisdictions the question of sale of so-called competitive food items, including confections. In our opinion, this is exactly where such authority belongs; and I have requested to appear here today because representatives of the opposing view have presented their views at previous congressional hearings involving the national school lunch program.

In fact, you heard Dr. Michael Jacobson make reference to the subject today.

We contend that the authority as to decisions pertaining to competitive sales rightfully belongs with the States and local jurisdictions because the conditions and circumstances vary considerably from State to State, from county to county, and even within local jurisdictions. State and local officials are best equipped to make such decisions, considering the facts and recommendations of the local people. This is why we believe current Federal law and policy is correct and should remain unchanged.

However, inasmuch as we hear comments recommending the elimination of confectionery sales in schools, I do wish to present our industry views as to the wisdom of jurisdictions permitting the sale of confections in schools. If there is a problem, then by prohibiting confectionery sales in schools, the problem is not solved, it is merely thrown out on the street.

Whenever school authorities prohibit confectionery sales in schools, they lose all control. By permitting confectionery sales in schools, school authorities can determine where the confectionery may be sold, when it may be sold, and what may be sold. Those authorities wishing to do so may even develop specifications involving nutritional elements to qualify for school sale.

If, to the contrary confectionery sales in schools are prohibited, children do not cease to acquire the confections, they merely leave the school grounds to obtain them. In many, if not most, instances this involves traffic hazards; and while the children may leave the school premises with the sole intention of purchasing harmless, enjoyable confections, they may be exposed to various temptations, such as tobacco, alcohol, or drugs, which are very harmful to children.

However, beyond these major points, we think there is still a great overriding factor. While we believe the country today has every right to be very proud of its youngsters, understandably school authorities at school and parents at home from time to time do have issues and problems involving children with which they must deal.

Sometimes these problems can become serious and difficult, and this is to suggest that if school authorities at school and parents at home never have any greater problems with children than wanting to curb their natural love of confections, which provide and create so much enjoyment and happiness, then they are very fortunate and really have no problem at all. It is suggested that wanting to take candy away from children is about as unreasonable and unnecessary as one can get.

An excellent case can be made for nutrition in behalf of many confectionery items; but even pushing aside the nutrition aspect, everything in life is not nutrition, and harmless happiness and enjoyment is so important to everyone, including children. We respectfully suggest that those who want to take candy completely away from children during school hours could find more constructive pursuits.

I have, Mr. Chairman, a copy of a news item which appeared in the Dallas Times-Herald of April 23 of this year, being written about the action of Dallas in banning confectionery sales in schools.

I will be glad to file the entire article for the record. In part, it says:

More than a year ago, Dallas school trustee Nancy Judy, turned her guns on the vending machines in the interest of student nutrition. Following her lead the school board voted in January 1975 to pull all sugar-based drinks and foods from school vending machines. The decision was popular neither with students nor school principals. Principals this week indicated that students have not stopped eating sweets in school but are bringing them to school from home, purchasing them at filling stations or convenience stores near school or even purchasing candy from other students.

[The document referred to follows:]

[From the Dallas, Tex., Times-Herald, Apr. 23, 1976]

CANDY MEN—VENDORS AND STORES PROFIT FROM SCHOOLS' BAN ON SALES

By Eric Miller, Staff Writer

At 7:30 a.m. each day a block away from D. A. Hulcy Middle School a small truck pulls up filled with contraband long lines of students are waiting to purchase.

At Skyline High School each day, candy suckers are sold inconspicuously in the hallways and at the bus stops by enterprising young students seeking profits.

At secondary schools all over the city, students get off buses each morning already carrying the candy bars and soft drinks they normally would have purchased in machines at school.

These are common examples of how a year-old school board policy prohibiting the sale of sugar-based foods and drinks in the city's 170 schools apparently is failing in its attempt to reduce youngsters' consumption of junk foods.

And as expected, school principals report that income from the on-campus vending machines, which are now filled with sugar-free soft drinks, peanuts, crackers and fruit, has been cut in half.

More than a year ago, Dallas school trustee Nancy Judy turned her guns on the vending machines in the interest of student nutrition.

Following her lead, the school board voted in January 1975 to pull all sugar based drinks and foods from school vending machines.

The decision was popular neither with students nor school principals.

Principals this week indicated that students have not stopped eating the sweets in school, but are bringing them to school from home, purchasing them at filling stations or convenience stores near school or even purchasing candy from other students.

In addition, total school income from the machines will drop from $105,099 last year to just over $48,000 this year. According to recently released results of the first survey at secondary schools.

That money is placed in each school activity fund to buy such items as books or drapes for the schools or typewriters for school secretaries.

"The real question is, "is the policy doing away with what it is intended to?" said Joel Pittman, principal of Hulcy Middle School.

Pittman said during the past few weeks a person driving a truck has been pulling up 300 yards from the school before classes and selling soft drinks and candy bars to students. He is powerless to do anything.

"We had the same problem with the same individual," said Carter High School principal Burton Rollings Jr. "The vending machine policy has just helped the business around us. It hurts one and helps somebody else."

Subsequently, Rollings said Carter's activity fund is "the lowest it's been since I've been here.

"They're (students) selling candy at the bus stops," said Skyline High Schools principal Frank Guzick. "What's happening is other people are now getting the profits instead of the schools.

"There's more candy floating around here now than before we took it out of the vending machines. But a student came up to me this morning and said to me "I can vote, "fight for my country and sign my own promissory notes, but I'm not smart enough to decide if I want to choose whether I want a sugar or diet soft drink."

"The filling station right across the street is making a fortune off us," said Marsh Junior High School principal Charles Maples.

Mrs. Judy, however, said she is standing firm on her belief that the machines should not be filled with the sugar drinks.

"I think the board made a very wise decision," she said Tuesday. "We took the best interests of the students into mind when we made the decision."

Mr. Mack. Another article which appeared in the Philadelphia Bulletin of April 18 was about Eastern candies at Eastertime, and here again we will be glad to file this for the record.

But, in part, it says:

> A chocolate bar with milk in it is not necessarily a a bad thing for your child to sink his sweet tooth into. The milk adds protein, calcium, phosphorus, iron, and even some vitamins and minerals. Enough, in fact, for Dr. Walter Obold, retired head of Drexel University's Department of Biological sciences, to make the comment that "A chocolate bar can be more nutritious than a lot of other snacks, even some with good reputations."
>
> Consider the apple as an example. Do you know what it is? "Nothing," says Dr. Obold. There is not a darn thing in the apple except sugar and pectin, not that the apple isn't good for you, he is beginning to point out. The pectin makes it extremely good bulk food, but in terms of vitamins and all that jazz, well, just compare two ounces of plain milk chocolate contain about 4.7 grams of protein; an apple of comparable weight contains 0.11. The chocolate has 112 milligrams of calcium, the apple—0.399 (and no, that decimal point isn't a typographical error). The chocolate also contains 214 milligrams of potassium; the apple only 62.7. In fact, the only two areas the apple scores higher in are fiber content (0.57 grams compared to none in the chocolate and vitamin C (2.28 units compared with 0.9).
>
> Or take that super healthy snack food, the raisin. Except for a high potassium content (434.9 milligrams in two ounces worth, compared with 214 for the milk chocolate), the chocolate contains about three times as much calcium, over twice as much phosphorous, seven times as much riboflavin and eight times as much vitamin A.
>
> Put the raisins and the milk chocolate together—or add nuts or rice other nutrition boosters—and you end up with more of a powerhouse than you might think.
>
> "A chocolate bar with peanut butter is actually one of the best food items you can eat as far as nutritional content is concerned," says Dr. Obold. "In fact, it's probably much more nutritious than what a lot of people eat for lunch."

[The document referred to follows:]

[From the Philadelphia Bulletin, Apr. 18, 1976]

Don't Bug the Bunny—He's a Pal—That Candy He Carries May Do Children Some Good

By Sarah Casey)

(Bulletin Food Editor)

It's a good thing the Easter Bunny is well-supplied with rabbits' feet because he can probably use some extra luck. There are a few people out there who are convinced this friendly little fuzzy is really a fraud, that delivering candy eggs to kids on Easter morning is a most dastardly deed. and that things would be much better if this big bad bunny would just take his baskets of jelly beans and go back whence he came. (Technically that would be Germany, although we suspect most members of the Ban the Bunny movement would like Herr Hare to remove himself a bit farther away than that.)

Granted, an overdose of buttercream eggs could indeed be hazardous to one's health, but can something that put a smile on a child's face be all bad? The people at Children's Hospital don't think so. Nor do those at the Shriners' Hospital for Crippled Children. Or at Children's Heart Hospital. Or St. Christopher's Hospital for Children. In fact when the Easter Bunny showed up at these places last week, he received royal welcomes.

The "bunny" in question was really Milton Reingold, who coordinated a mammoth candy donation project for the Philadelphia Section of the American Association of Candy Technologists. Although the confection manufacturers have been contributing candy individually to hospitals and orphanages for many years, this is the first time they've made it a joint effort. The result was not only more than 200 pounds of chocolate bunnies and eggs for hospitalized children, but a gigantic display of the goodies which was wheeled through the wards like a giant Easter basket.

It was up to the hospital dietitians to do the actual distributing, since some children are on restricted diets that don't allow candy (and some are still too young to have learned it's not nice to fool the Easter Bunny). But where most children are concerned, the general feeling, according to a spokesperson at St. Christopher's, is that "a little candy never hurt. And if it boosts their morale—which it generally does—then you could even say it helps."

Quantity is of course a major factor when it comes to the question of how bad candy is. And one of the big mistakes many mothers make is using candy too often to boost morales that don't need boosting, cure pains that don't hurt and shut mouths that make too much noise.

Another mistake is assuming that all candy is equally bad. The truth is, some kinds are much worse than others. Some, like lollipops and taffy, have little more to offer than sugar, which is as low on the nutritional scale as you can go. Obviously, the Easter Bunny who puts nothing but jelly beans in his basket deserves to have his paws slapped.

THE CHOCOLATE STORY

Chocolate, on the other hand, is a totally different story. Although there are all kinds of "chocolate," most candy bars (and Easter eggs) are made of "milk chocolate." And a chocolate bar with milk in it is not necessarily a bad thing for your child to sink his sweet tooth into.

The milk adds protein, calcium, phosphorus, iron and even some vitamins and minerals—enough, in fact, for Dr. Walter Obold, retired head of Drexel University's Department of Biological Sciences, to make the comment that "a chocolate candy bar can be more nutritious than a lot of other snack foods—even some with good reputations."

Consider the apple as an example. Do you know what's in it? "Nothing," says Dr. Obold. "There's not a darn thing in an apple except sugar and pectin." Not that the apple still isn't good for you, he's quick to point out. The pectin makes it an extremely good "bulk" food. But in terms of vitamins and all that jazz, well, just compare:

Two ounces of plain milk chocolate contain about 4.7 grams of protein; an apple of comparable weight contains .11. The chocolate has 112 milligrams of calcium; the apple .399 (and no, that decimal point isn't a typographical error). The chocolate also contains 214 milligrams of potassium; the apply only 62.7. In fact, the only two areas the apple scores higher in are fiber content (.57 grams compared to none in the chocolate) and vitamin C (2.28 units compared with .9).

Or take that super healthy snack food, the raisin. Except for a high potassium content (434.9 milligrams in two ounces worth, compared with 214 for the milk chocolate), the chocolate contains about three times as much calcium, over twice as much phosphorous, seven times as much riboflavin and eight times as much vitamin A.

Put the raisins and the milk chocolate together—or add nuts or rice or other nutrition boosters—and you end up with more of a powerhouse than you might think.

ONE OF THE BEST

"A chocolate bar with peanut butter is actually one of the best food items you can eat as far as nutritional content is concerned," says Dr. Obold. "In fact, it's probably much more nutritious than what a lot of people eat for lunch."

One bad thing you're sure to find in almost any kind of candy is sugar. And everyone knows what sugar does to teeth. Without going into all the factors that contribute to tooth decay, from kinds of food, to how much you eat, how often you eat—and, of course, how often you brush—suffice it to say that sugar is a major culprit.

But what a lot of people don't realize, says Dr. Irving Shapiro, associate professor and acting chairman of the Biochemistry Department at the University of Pennsylvania, is that your teeth aren't particular about what kind of sugar you feed them. "As far as they're concerned," he says, "sugar is sugar—fructose or glucose, refined or natural, there's no difference."

In other words, the apple you once thought was so good for your teeth isn't necessarily so terrific—except for the fiber, which is good for your gums.

As far as candy is concerned, Dr. Shapiro pointed out that milk chocolate, again, is the best of what people believe is a bad thing. "If nothing else," he says, "it melts quickly, so it doesn't stick to your teeth like taffy or caramels or jelly beans."

But there's more to it than that. Researchers at the Eastman Dental Center in Rochester, N.Y., in a recent study on snack foods and dental decay, cited milk chocolate as being one of the snacks which contributes least to cavities. In addition, the report made note of the fact that "milk chocolate has a high content of protein, calcium, phosphate, and other minerals, all of which have exhibited protective effects on tooth enamel."

Other candies named as being least offensive as snacks were peanut brittle, coconut and/or other nut-containing candy and licorice.

In Cookie Category

Chocolate chip cookies rated well in the baked goods category, milk and rice pudding in the dairy division, orange juice in the beverage group and peanuts from the miscellaneous classification.

Foods the study reported should be avoided are the sugar-containing hard candies, jelly candies (with the exception of licorice), dark chocolates (the ones without milk), pies, cakes, white bread and jam or white bread and honey and--(are you ready for this one?)—raisins.

For the record, other studies, one of them done at the University of Pennsylvania, have also cleared chocolate of charges that it causes acne.

None of this meant to imply that candy—or even milk chocolate—is so great you can give your kids all they want. Aside from being an unhealthy idea, it would also be a pretty expensive proposition since chocolate is not exactly cheap. We just wanted to make the point that all candy is not all bad—and, in the process of reminding you of that fact, defend a long-time, long-eared friend.

Mr. Mack. I have here a survey taken by the Automatic Merchandising Association which is, of course, interested in vending. But just to illustrate. The quantitative consumption of confections in schools is nothing like as high as has been suggested. I won't read the whole article, but I will file it for the record. It is merely headed, "High School Vending Machine Product Sales Average Under Four Items Per Month for Each Student, According to Ten-State Survey."

[The document referred to follows:]

High School Vending Machine Product Sales Average Under Four Items Per Month for Each Student According to Ten-State Survey

(By Walter W. Reed)

Chicago, December 8.—Purchases of products from vending machines located in public high schools average 3.5 items a month per person or less, depending on the product, according to a study of high school vending installations in 10 states.

The study covered 44 schools with a population of 60,549 students, faculty and staff and with total installations of 220 vending machines. It was conducted by the statistical department of the National Automatic Merchandising Association, (NAMA) based on complete records of sales in April and May, 1975.

"The study clearly shows that students are not gorging themselves on candy and soft drinks from vending machines instead of eating a balanced lunch," said G. Richard Schreiber, NAMA president.

"Even if one assumed that only 20 per cent of the school population accounted for all vended sales, which is not likely, each student would be purchasing less than one candy machine product on a given school day."

The average monthly purchase of vended candy products amounted to 3.5 units per person in April and May while the average consumption of soft drinks from cup drink vending machines ranged from 2.89 units in April to 3.52 units in May, possibly related to warmer weather in the second month.

Sales from canned soft drink venders averaged about 1.5 units monthly per person during the survey period.

The study revealed that in 67 per cent of the schools the candy machines regularly offer non-candy products. The best sellers among non-candy items in candy machines ranked as follows:

Peanuts, peanut butter-and-cheese crackers, cookies, cornnuts, brownies, sunflower seeds, cheese crackers, chips, raisins, gum, beef jerky and assorted pastry.

Sales from other machines showed the following monthly averages per person:

Ice cream venders, 1.81 items in April and 2.19 items in May; milk venders, 1.65 items in April and 1.52 items in May; pastry machines, 1.07 items each month; and juice venders, 0.53 units in April and 0.50 units in May.

Popular glass front snack vending machines, which carry a wide variety of items, averaged 2.5 units per person in both test months.

Schreiber said the study was compiled from data supplied by local vending service companies in Arkansas, Illinois, Indiana, Maryland, Massachusetts, Missouri, New York, North Carolina, Oregon and Wisconsin. Vending service companies routinely keep detailed sales records on a per-machine basis and constantly monitor such data for all operations.

Schreiber said he is convinced that the survey results accurately reflects the pattern in high school vending throughout the country.

Eight out of 10 of the schools in the study were senior high schools, 14 per cent were junior high schools and 7 per cent were combined junior and senior high schools.

Slightly more than half of the schools place the vending machines in the lunch room, while others are located in halls, gyms and various places.

Two-thirds of the schools in the study participate in the Type A lunch program of the U.S. Department of Agriculture, the other third does not.

Mr. MACK. And last, I would like to ask to file for the record a document regarding properties of sugar and corn syrup.

[The document referred to follows:]

PRESENTATION BY THE NATIONAL CONFECTIONERS ASSOCIATION OF THE UNITED STATES, INC., ON SUGAR (SUCROSE) AND CORN SWEETENERS TO THE FEDERATION OF AMERICAN SOCIETIES FOR EXPERIMENTAL BIOLOGY, SELECT COMMITTEE ON GRAS SUBSTANCES

We represent the National Confectioners Association of the United States, Inc. It is estimated that our manufacturing members produce approximately 85% of all confections produced in the United States of America. As ingredients for these products, U.S. confectioners are heavy users of the nutritive sweeteners, sugar (sucrose) and corn sweeteners.

THE VALUE OF SUGAR (SUCROSE) AND CORN SWEETENERS IN THE DIET

These Sweeteners have been major components of the food supply for a long, long time—just as other major processed foods, such as cheese, flour, starch and pasteurized milk.

It is interesting to note that the nutrients—sucrose and corn sweeteners—are being considered in the GRAS concept which infers something other than a major portion of the normal and common source of our food supply.

Certain sweeteners, such as maple syrup and honey, are not considered in this same framework. We would propose that a source of food which contributes major nutrient value (in the case of sweeteners that value is calories) should not be considered as an "additive." The term "additive" usually infers limitations on use level, and the long history of safe usage of these products should put them into a different category, at least the classification should be a GRAS class 1 ingredient since there has been no proven implication of these sweeteners with regard to toxicity or other health matters. While we realize nutritive sweeteners have been implicated with dental caries, it should not be overlooked that other foods are also related to caries, and that the degree to which caries occur is related to such things as oral hygiene, general dental care, heredity, fluoride treatment of the water supply and frequency of teeth exposure to these substances.

Based on U.S.D.A. figures[1] for 1974, it should be noted that sucrose and corn sweeteners combined contribute about 570 calories per day. This accounts for

15 to 20% of the caloric intake of the average American diet of about 3100 to 3200 calories.

The source of these calories is approximately 40 to 50% [2,3] in the form of fat. 15% protein and the remaining 35–45% in the form of carbohydrates. The NAS/NRC RDA for protein is 8% as an energy source but suggests that in order to have an acceptable and palatable diet, a protein level of 10–12% is required. The British recommendation is 10% protein in the diet. While the NAS/NRC does not give a specific recommendation on the fat level, they suggest that the fat level should be kept below 40% of the calorie intake. The American Heart Association specifically recommends a fat calorie intake of not more than 35% of the diet. If the fat intake level is maintained at the 35–40% of the calorie level and protein at the 10–12% recommended levels, clearly another source of calories is needed. Obviously, the most economic, adequate and only source of this additional dietary need can and must be supplied in the form of additional carbohydrate at a level ranging from 48–55% instead of the present 40–50% level. Consequently, based on current expert dietary nutritional recommendations, the American diet should consist of added carbohydrate in the range of 8–20% more than it does at the present time.

From this we can see that since these sweeteners furnished only 15 to 20 percent [4] of the total caloric intake of the average American diet, there is plenty of room for the assimilation of essential nutrients that are inseparable and are part and parcel of specific whole food.

We should like to point out to the committee that consideration should be given to the fact that sucrose and corn sweeteners are very economic sources of calories in a generally food short, inflation plagued world.

We would like to illustrate this with two commonly available commodities which are frequently considered as alternate sources of carbohydrate, and that they are apples and bananas:

Applies on sale in early May in a Chicago supermarket were priced at 49¢ per pound. On the basis of values given in Agricultural Handbook 456,[10] one pound of apples furnishes 64 grams of carbohydrates:

$$64 \text{ gm} \times 4 \text{ cal/gm} = 256 \text{ calories}$$

$$\frac{256}{\$0.49} = \frac{x}{\$0.01} = 5.2 \text{ calories per 1 cent}$$

Bananas selling in the same store on sale at 29¢ per pound. One pound of bananas furnish 101 grams of carbohydrates.

$$101 \times 4 = 404 \text{ calories}$$

$$\frac{404}{\$0.29} = \frac{x}{\$0.01} = 13.9 \text{ calories per 1 cent}$$

As a comparison to these caloric values per 1 cent of cost, we can compare two candy products commonly found in supermarkets throughout the country, that is gum drops and hard candy.

Gum drops selling for 69¢ per pound, furnish 1,604 calories. (Gum drops are 12 percent water).

$$\frac{1{,}604}{\$0.69} = \frac{x}{\$0.01} = 23.24 \text{ calories per 1 cent}$$

Wrapped Hard Candy selling at $1 per pound furnishes 1,760 calories. (Hard candy is 3 percent moisture).

$$\frac{1{,}760}{\$1.00} = \frac{x}{\$0.01} = 17.6 \text{ calories per 1 cent}$$

In essence, this shows that: (1) Apples supply calories at almost 4½ times the cost of gum drops and 3½ times the cost of hard candy; (2) bananas supply calories at almost 1¾ times the cost of gum drops and 1¼ times the cost of hard candy.

Of course, apples and bananas contain other nutrients in addition to their caloric value and have a very definite place in the American food supply. But, again we would like to point out that the recommended well-rounded diet should contain approximately 45 to 50% or more of carbohydrates, and it becomes obvious that it is not necessary to consume all of our carbohydrates in the form of fruit or other types of produce products.

As shown above, these sweeteners are important contributors to the caloric requirement of the average American diet. It should be kept in mind that if these sources were not available, some other more costly, less efficient source would have to be found. This would most certainly add to the total cost of food in this country.

Protein, as is well known, is relatively expensive as compared to all other foods, and furnishes approximately 15 percent,[3,4] of our calories. Some of these expensive calories could well be furnished in the form of more economical carbohydrates since Americans consume more protein in their diet (95–100 gm/day)[5] than is known to be required (the U.S.R.D.A. is 45 gm/day). Also, a diet low in protein will result in a negative nitrogen balance if the carbohydrate supply is not adequately maintained.

Unquestionably, under current modern economic conditions, sucrose and corn sweeteners are indispensable, highly palatable and acceptable energy furnishing nutrients which cannot be replaced in like form by any other product known to mankind. The production of sucrose from cane or beets and corn sweeteners from corn are two of the most economical sources of calories available for human use.[6] Specifically, in the case of sugar, energy fertilizer and refining costs are relatively low.[6,7] These factors are of great importance in a world where millions of people are already known to be starving and the ever-increasing burden of feeding an overpopulated world continues to make itself felt.

All factors considered, it appears that replacement of sucrose and corn sweeteners would be exceedingly difficult.

Finally, we have noted that the references in the bibliography cited in the publication "World Review of Nutrition and Dietetics," Volume 22, pages 239–247 (Karger, Basel 1975),[8] are almost totally absent from the National Technical Information Service (NTIS) scientific literature reviews on sucrose and corn sweeteners.[8,9] Of 103 references cross-checked from the chapter on Sugar and Dental Decay in "World Review of Nutrition and Dietetics," Volume 22, pages 304–326 (Karger, Basel 1975)[8] only three common references were noted in the NTIS list of references on sucrose and corn sweeteners.

The several maladies attributed to sucrose or carbohydrates in general such as obesity, coronary heart disease, diabetes, hypoglycemia (low blood sugar) are contradicted to considerable extent in the scientific literature as indicated in both the SCOGS committee's own Tentative Report, as well as in the references cited in the NTIS list of papers. Because acceptable balanced intake of the three major nutrients, proteins, fats and carbohydrates have been established and are well known to physicians, as well as nutritionists, it is suggested that what is needed is to inform and educate the public on an adequate balanced diet, particularly in regards to the three major nutrients.

In conclusion, we would like to state that we find difficulty in the idea that these sweeteners are considered as class 2 GRAS. Since, however, they are included in the GRAS list because of their long use and proven safety, they should be in class 1 category. We also disagree with the suggestion that food be labeled by declaring the sugar content, since this would give an undue atmosphere of danger being attached to these particular sweeteners which the scientific literature certainly does not bear out.

In regard to the second conclusion that the committee has drawn, the statement is made that it is "not possible to determine without additional data whether increased consumption would constitute a dietary hazard." We should like to point that at a recent nutrition symposium (in Chicago, January 19, 1976), Dr. Palumbo of the Mayo Clinic, in discussing the role of sucrose in diabetes, pointed out that his work indicated that it is practically impossible for a person to consume more than 200 lbs. per year at the extreme outside limits. There is a satiation factor involved in the consumption of sweet products, and we believe this is further borne out by the lack of rapid changes in consumption of available sweeteners over the past 50 or more years.

FOOTNOTES

[1] U.S.D.A. Food Situation, November 19, 1974, NFS #150, pp. 23–30.

[2] Sugar in Nutrition, 1974 (Horace Sipple & Kristen McNutt). (See Chapter 7 by Louise Page and Berta Friend).

[3] Talk by J. W. Tatem, Jr., President of The Sugar Association, Inc., Washington, D.C., before the Chicago Nutrition Association's Symposium on "Sugar in Nutrition", January 19, 1976, at the Chicago Sheraton Hotel in Chicago.

[4] American Journal of Clinical Nutrition, Volume 20, No. 8, August 1967, pp. 907–194. Nutrients in U.S. Food Supply. (Berta Friend), U.S.D.A. See Table II.

[5] Improvement of Protein Nutriture. National Academy of Sciences 1974. Ester Phipard, pp. 167–183 (a committee report).

[6] World Review of Nutrition and Dietetics, Volume 22, pp. 239–326 (Karger, Basel 1975).

[7] A Summary by Ronald M. Deutsch. Review of same as above.

[8] Scientific Literature Reviews on Generally Recognized as Safe (GRAS) Food Ingredients—Sucrose. Informatics, Incorporated. Prepared for Food and Drug Administration, December 1973. Distributed by National Technical Information Service, U.S. Department of Commerce (NTIS).

[9] Scientific Literature Reviews on Generally Recognized as Safe (GRAS) Food Ingredients—Corn Sugar. Informatics, Incorporated. Prepared for Food and Drug Administration, June 1973. Distributed by National Technical Information Service, U.S. Department of Commerce (NTIS).

[10] Nutritive Value of American Foods—In Common Units. Agriculture Handbook No 456.

Mr. MILLER. Thank you.

Mr. MACK. Thank you.

Mr. MILLER. Thank you.

Mr. BUCHANAN. Thank you, Mr. Chairman.

Mr. Mack, I want to thank you for making me feel a lot better about the hot fudge sundae I had last night.

Mr. MACK. I didn't hear.

Mr. BUCHANAN. I want to thank you for making me feel a lot better about the hot fudge sundae I had last night at Farrell's. Your testimony may not please my children's dentist very much but they would have loved every word of it. I have no questions.

Mr. MACK. We are not saying that confections should be part of the school lunch program, or the meal, but we are also stating that it certainly should be available under conditions and not say when you go to school that is the end of candy.

Mr. BUCHANAN. No questions.

Mr. MILER. Mr. Mack, what tooth in a child's head is the sweet tooth?

Mr. MACK. Well, what tooth is the sweet tooth?

That is a good question. I am not a dentist.

Mr. MILLER. And what is a natural love for confections?

Mr. MACK. It is a natural love and it is one of the few tastes that do not have to be acquired. Children have it from the beginning and, incidentally, reference was made to the fact that we are eating more sugar products, the per capita sugar consumption in the United States, according to the Department of Agriculture, hasn't changed hardly at all for 40 or 50 years, it goes up a little one year and down another. It is at 100 pounds per person a year.

Mr. MILLER. What do you think about the statement of 1 in 10 individuals has adverse reaction to sugar?

Mr. MACK. I would like to see the scientific evidence. We hear a lot of statements but we don't get the scientific support for it.

Mr. MILLER. Tell you what I will do, I will trade the scientific evidence on that and you supply the excellent case that can be made for nutrition on behalf of the many confectionary items.

Mr. MACK. I was hopeful I had done that.

Mr. MILLER. I was long on the peanut butter part.

Mr. MACK. You see, our items are all agricultural items. The testimony here was about nuts. We are one of the three largest industries using peanuts. We are the largest user of almonds in the United States. All of this fine representation about the fine qualities of nuts, but we are the biggest users, so we suggest it is a little inconsistent.

Mr. MILLER. How is that?

Mr. MACK. Well, that these raw materials which are spoken of so highly are used in confections in substantial quantity and in some instances our industry is the biggest user.

Mr. MILLER. I appreciate that. But to get the food value out of nuts I don't need chocolate.

Mr. MACK. If you eat them with chocolate you would get even increased food value.

Mr. MILLER. And sugar?

Mr. MACK. Much about sugar.

Mr. MILLER. I understand. I really didn't follow your testimony. I don't understand why we are comparing chocolate and raisins and apples and chocolate and peanut butter. No one is suggesting one is a substitute for the other.

Mr. MACK. That is right, but we are stating that confections contain many agricultural items. In fact, we are one of the best customers of the U.S. Department of Defense.

Mr. MILLER. The Defense Department is one of the best customers of steel but that doesn't necessarily make it right——

Mr. MACK. Well, the agricultural commodities are eaten and if they are fine quality agricultural commodities in and of themselves when you commingle them and process them, that doesn't change the fact that they have good qualities, good food quality, we suggest.

Mr. MILLER. I am at a loss, I don't understand.

Mr. MACK. In California probably we use more from California than any other State.

Mr. MILLER. I imagine you do. About all those almond growers in my district would love to know that along with C. & A. Sugar in my district, and the sugar beet farmers.

I guess my concern is that I see a defense made here that if we were to suggest that you couldn't have competitive food sales at the Federal level, that somehow we are taking away a right here, or the suggestion that the decision really is best made at the local level because circumstances are different. I don't follow you.

Mr. MACK. All right, for instance, in some jurisdictions one building will have the primary grade, the junior high school, and senior high school. The regulations and policy could be different. It might be that they want to go on the nutrition aspect. They can have certain criteria as to what confection may be sold and require those who would want to sell it, submit their product with an analysis.

We made reference here to raisins and peanuts and milk, and if they want to develop a criterion and it might be different for elementary than it would be for secondary, but we are saying if you got a problem, you didn't solve anything by throwing confections out of schools, you merely throw the problem out on the street, and for the Federal Government to change its policy we feel would be a mistake.

We know that some jurisdictions now do not sell confections in the schools. But that is their decision, and while our people in those areas may make representations, we feel that it is a local matter they should decide.

Mr. MILLER. Certainly, the first line of defense isn't that if we do our kids are going to get hit by automobiles. The first line of defense can't be if we ban competitive food sales somehow we are exposing our children to greater traffic hazard.

Mr. Mack. If they leave the school premises to acquire what they would like to have, not only confections but other foods, then you are doing that. And I have listened with great interest this morning to the panel, and the reference was made to various quality-type problems of the food when it reached the students and circumstances and I have heard some of that from my own children as to how much is wasted and why they would prefer to bring their own lunch and those types of things. And it seems to me that there is some tendency to blame the appeal of so-called competitive foods for the poor handling of the program. It seems to me to be that, to point to confections and others for deficiencies in the way the program is handled.

From what I can learn, in most instances, very high quality food is made available, but somehow when it gets to the youngsters, frequently, they don't find it appealing.

Mr. Miller. Okay, thank you very much. Do you have any questions?

Mr. Buchanan. No.

Mr. Mack. May I put these in the record?

Mr. Miller. The next hearing on the continuation of the oversight of the school lunch program will be held on next Monday.

[Whereupon, at 11:30 a.m. the committee adjourned, to reconvene for further hearing on Monday, August 9, 1976.]

[Material submitted for inclusion in the record follows:]

KAISER-PERMANENTE MEDICAL CENTER,
San Francisco, Calif., July 20, 1976.

ATTENTION: B. CLAY.
House Subcommittee on Elementary, Secondary, and Vocational Education, Rayburn House Office Building, Washington, D.C.

DEAR MS. CLAY: Enclosed is Dr. Feingold's manuscript to be presented at the hearings Tuesday, July 27.

Dr. Feingold will be arriving the evening of the 26th and will be staying at the Madison.

Should you require anything further, please contact me.

Sincerely,

M. A. MALCOLM, *Administrative Aide.*

Enclosure.

THE ROLE OF THE SCHOOL LUNCHEON PROGRAM IN BEHAVIOR AND LEARNING DISABILITIES

(By Ben F. Feingold, M.D.)

DEAR CHAIRMAN: I am privileged to have the opportunity to bring to the attention of this Committee an extremely important problem involving the school lunch program, namely, the role of food additives linked to behavior and learning disabilities among children, but more specifically the link between the ingestion of artificial food colors and flavors, and Hyperkinesis and learning Disabilities (H–LD).

It is estimated conservatively that 10,000,000 children in this country suffer with learning disabilities, a figure that is constantly rising, as reflected by the persistent drop in the ratings of the Scholastic Achievement Tests (SAT) (the examination offered for screening applicants for college admission). Of the millions of learning disabled children, it is estimated between 5 and 7 million are hyperactive, while of these at least two million are being treated with various behavior-modifying medications, e.g. stimulants (amphetamines and Ritalin); tranquilizers (Stelazine and Mellaril) and antidepressants (Elavil and Tofranil).

Hyperkinesis is not a precise clinical entity but rather an umbrella term that encompasses a number of deficits (Table I).

TABLE I. DESCRIPTIVE CHARACTERISTICS OF THE CLINCAL PATTERN OF H-LD

GROUP I

- Marked hyperactivity and fidgetiness:
  - Constant motion: Rocks and jiggles legs; dances, wiggles hands; runs, does not walk.
  - Infancy, crib rocking, head knocking, restlessness, fretfulness, colic.
- Compulsive aggression:
  - Disruptive at home and at school.
  - Compulsively touches everything and everyone.
  - Disturbs other children.
  - Perseverates: Cannot be diverted from an action even when life threatening.
- Excitable—Impulsive:
  - Behavior is unpredictable.
  - Panics easily.
  - Becomes frustrated which leads to temper tantrums.
- No patience:
  - Low tolerance for failure and frustration.
  - Demands must be met immediately.
- Short attention span: Unable to concentrate.
- Poor sleep habits:
  - Difficult to get to bed.
  - Hard to fall asleep.
  - Easily awakened.

GROUP II

- Gross muscle incoordination:
  - Exceptionally clumsy: Trips when walking; collides with objects.
  - Cannot function in sports.
  - Cannot bicycle or swim.
- Fine muscle incoordination:
  - Eyes and hands do not seem to operate together.
  - Difficulty with buttoning and tying; writing and drawing; speech—stuttering; reading—dyslexia.

GROUP III

- Cognitive and perceptive disturbances:
  - Auditory memory deficits.
  - Visual memory deficits.
  - Deficits in understanding.
  - Difficulty in reasoning; e.g., a math problem.
- Normal or high IQ but fails at school.
- Boys involved 7:1.
- Rarely more than one child in a family.

Not all the deficits are observed in every child. Each child has its own mosaic. Some children are even hyperactive. Not only does the pattern vary from individual to individual, but for any given child the pattern may vary from day to day and even from hour to hour.

As a result there is great variation in the titles applied by clinicians. The orientation of the observer and the deficit dominant when the child is seen will frequently determine the name applied (Table II). For similar reasons the terminology encountered in the literature is very confusing.

TABLE II

GROUP I—ORGANIC TERMINOLOGY

Association Deficit Pathology
Cerebral Dysfunction
Cerebral Dys-synchronization Syndrome
Choreiform Syndrome
Diffuse Brain Damage
Minimal Brain Damage
Minimal Brain Injury
Minimal Cerebral Damage
Minimal Cerebral Injury
Minimal Cerebral Palsy
Minimal Chronic Brain Syndromes
Minor Brain Damage
Neurophrenia
Organic Behavior Disorder
Organic Brain Damage
Organic Brain Disease
Organic Brain Dysfunction
Organic Drivenness

GROUP II—SYMPTOMATIC TERMINOLOGY

Aggressive Behavior Disorder
Aphasoid Syndrome
Attention Disorders
Character Impulse Disorder
Clumsy Child Syndrome
Conceptually Handicapped
Dyslexia
Educationally Handicapped
(California State Legislature AB 464)
Hyperexcitability Syndrome
Hyperkinetic Behavior Syndrome
Hyperkinetic Impulse Disorder
Hyperkinetic Syndrome
Hypokinetic Syndrome
Interjacent Child
Learning Disabilities
Perceptual Cripple
Perceptually Handicapped
Primary Reading Retardation
Psychoneurological Learning Disorders
Specific Reading Disability

The prevalence of the problem varies from a low of five percent to a high of 18 to 22 percent, and at times even forty percent of the school population. However, since the usual incidence of H–LD is considered to be between 1.5 to 2 percent, there is general agreement that H–LD has increased considerably over the last fifty years, and particularly since World War II. The problem has now reached epidemic proportions.

Many causes have been cited for H–LD (Table III).

TABLE III. ETIOLOGIC FACTORS IN HYPERKINESIS

During Pregnancy:
Toxemia, hemorrhage, drugs, infection.
Toxicants; e.g. lead, mercury, pesticides, additives in atmosphere: water, soil, food.
During delivery:
Toxemia, infection, drugs, anesthesia, anoxia, from any cause, including anesthesia.
Postnatal:
Infection, trauma, drugs, toxicants, some as during pregnancy, immaturity of nervous system.

Among the various toxicants, consideration must be given to food additives, and particularly the artificial colors and flavors as a major agent responsible for the current prevalence of H–LD in epidemic proportions. It is interesting that a Standard and Poors graph for the dollar value for soft drinks and artificial flavors parallels a curve for the estimated incidence of H–LD over the last decade.

There are thirteen categories of additives which consist of 2,764 compounds according to data compiled in 1965 by the Food Protection Committee of the National Research Council (Table IV). However, current estimates for food additives approach 4,000 chemicals. The precise number is not known, since many chemicals used by food and beverage processors are secret formulae, which makes knowledge concerning them unavailable.

TABLE IV. CLASSIFICATION OF INTERNATIONAL ADDITIVES

1. Preservatives	33
2. Antioxidants	28
3. Sequestrants	45
4. Surface Active Agents	111
5. Stabilizers, Thickeners	39
6. Bleaching and Maturing Agents	24
7. Buffers, Acids, Alkalies	60
8. Food Colors	34
9. Non-Nutritive and Special Dietary Sweeteners	4
10. Nutritive Supplements	117
11. Flavorings—Synthetic	1,610
12. Flavorings—Natural	502
13. Miscellaneous—yeast foods, texturizers, firming agents, binders, anti-caking agents enzymes	157
Total Number of Additives	2,764

Although our present focus has been upon the synthetic colors and flavors, it does not imply that the remaining eleven categories do not cause adverse reactions. Actually, they do. It must be recognized that any compound, natural or synthetic, has the potential to induce an adverse reaction in an individual with the appropriate genetic profile, i.e. predisposition. Therefore, no compound is exempt. Accordingly, we must evaluate every compound on the basis of benefit compared with risk. Applying this measure to the colors and flavors, we learn that these chemicals are the most commonly encountered additives in our food supply, occurring in approximately 80 percent of all foods and beverages. By virtue of this pervasiveness, they are the commonest causes of adverse reactions involving every system of the body, attributed to the ingestion of food additives (Table V). In addition, synthetic colors and flavors have no nutritional value—they merely serve a cosmetic function. Their removal from our food supply would incur no nutritional loss. Therefore, on balance, the risk of artificial food colors and flavors exceeds by far the benefits.

Of all the adverse reactions attributed to the synthetic food colors and flavors, the most critical and perhaps the most dramatic are the behavioral disturbances.

TABLE V. ADVERSE REACTIONS INDUCED BY FLAVORS AND COLORS

1. Respiratory:
   Rhinitis, Nasal Polyps, Cough, Laryngeal Edema, Hoarseness (laryngeal nodes), Asthma.
2. Skin:
   Puritus, Dermatographia, Localized Skin Lesions, Urticaria, Angioedema.
3. Gastrointestinal:
   Macroglossia, Flatulence and Pyrosis, Constipation, Buccal Carkers.
4. Neurological Symptoms:
   Headaches, Behavioral Disturbances.
5. Skeletal System: Arthralgia with Edema.

Over the past five years we have reported on the link frequently encountered between H-LD and the ingestion of artificial food colors and flavors as well as foods containing a salicylate radical, a compound not identical but related to aspirin.

We have observed 350 H-LD children in five different samples. When placed on the Kaiser-Permanente (K-P) Diet (Table VI) which eliminates all foods with a natural salicylate radical and all foods containing artificial colors and flavors, a favorable response in the behavioral pattern and learning ability was observed in 30 to 50 percent of the children, depending upon the sample.

In addition to our observations a double-blind crossover study funded by the National Institute of Education has validated at a high level of statistical significance that dietary intervention influences behavior.

A double-blind crossover study at the University of Wisconsin has confirmed the favorable response of behavior to dietary management.

A preliminary pilot clinical study in Australia, soon to be reported in the *Medical Journal of Australia* has replicated our clinical findings.

An Interagency Collaborative Group on Hyperkinesis established by Dr. Theodore H. Cooper, Assistant HEW Secretary for Health, has concluded, "The evidence taken on a whole is sufficient to merit further investigation into diet and the hyperkinetic syndrome."

TABLE VI. THE KAISER-PERMANENTE (K-P) DIET

PART I—FOODS CONTAINING NATURAL SALICYLATES

Almonds
Apples (Cider & Cider Vinegars)
Apricots
Blackberries
Cherries
Cloves
Cucumbers and Pickles
Currants
Gooseberries
Grapes or Raisins (Wine & Wine Vinegars)
Mint flavors
Nectarines
Oranges
Peaches
Plums or Prunes
Raspberries
Strawberries
All tea
Tomatoes
Oil of wintergreen

PART II—ALL FOODS THAT CONTAIN ARTIFICIAL COLORS AND FLAVORS

The salicylate-containing foods may be restored following 4 to 6 weeks of favorable response provided no history of aspirin sensitivity exists in the family.

PART III—MISCELLANEOUS ITEMS

All aspirin-containing compounds.
All medications with artificial colors and flavors.
Toothpaste and toothpowder (substitute salt and soda or unscented Neutrogena soap).
All perfumes.
Check all labels of food items and drugs for artificial coloring and flavoring. Since permissible foods without artificial colors and flavors vary from region to region, it is not practical to compile a list of permissible foods. Each individual must learn to read the ingredients on the label. When colors and flavors are specified, the item is prohibited. If in doubt, the food should not be used. Instead it is advisable to prepare the substitute at home from scratch.

In addition to the organized programs cited, hundreds of favorable responses to the K–P Diet have been reported from all parts of the country as well as many foreign countries.

The application of the K–P Diet to entire clasrooms has also reported favorable responses.

In July 1974 a program was funded by the Department of Education, State of California, Dr. Wilson Riles, Superintendent, to determine the problems encountered when applying the K–P Diet to a classroom setting. Of 25 children in the study nineteen showed a definite improvement in behavior. The unit cost for the controlled luncheon was less than the routine luncheon program.

A study conducted by Mrs. Ruth Davidson, a teacher at Gurney School, Chagrin Falls, Ohio, was titled "An Investigation Into the Effect of the Feingold Hyperactivity Diet on the Conduct of 'Normal' Children." For details, see Supplement I.

For the diet to be operant, all medications must be discontinued.

When the diet is effective, a marked change in the behavior pattern is observed within 3 to 14 days, depending upon the age of the child. Children who have been medicated may require 30 days or even 40 days before manifesting a favorable response. Improved behavior is soon followed by improved muscular coordination. When the fine muscles are involved, improvement in writing and drawing are observed, while better coordination of gross muscles leads to improved grace in posture and walking; bicycling, swimming, and other sports. Correction in muscle coordination can also lead to an improvement in speech deficits and reading disabilities. Correction of behavioral and muscular deficits is soon folowed by improved learning. When cognitive and perceptive deficits involve the higher nerve centers, improvement in learning may be delayed for several months or even a year.

The K–P Diet may also be effective in the management of children with seizures and the behavioral components of retardation and autism.

Among law enforcement officers, social workers, psychologists, psychiatrists and pediatricians, it is generally agreed that behavioral disturbances and learning disabilities in children precede the development of juvenile delinquency. Since the synthetic colors and flavors induce childhood behavioral disturbances and learning disabilities, it is reasonable to attribute to these chemicals a causative role in juvenile delinquency, which is contributing to the progressively increasing rate of delinquency and crime.

It is a very impressive and satisfying experience to observe the dramatic transformation in the behavior and learning patterns of children managed with the K–P Diet. The child frequently offers a history of sleeplessness, restlessness and constant crying in infancy. The preschool and school age child is in constant motion, flitting from object to object and subject to subject, often accompanied by incessant babbling. The child may be disruptive, destructive, abusive, aggressive, perseverative and contentious. In spite of a high IQ or even if potentially gifted, the child cannot learn but fails at school. Very often these children have been treated for years with behavior-modifying medications.

Following management with the K–P Diet, a complete change in the child may be observed within a week or two and sometimes within a few days. The child becomes quiet, docile, affectionate and cooperative. The sleep pattern improves. Improved scholastic performance usually follows very rapidly.

It must be recognized that within two to four hours of the slightest infraction of the diet a complete recurrence of the behavior and learning pattern can occur.

It is also very gratifying that concerned and beleaguered parents can be reassured that the behavior and learning disabilities of their child is due to a quirk of nature, relieving them of the sense of guilt incurred by feeling they are at fault.

The diet is very liberal and nutritious.

With the recognition that the slightest infraction may induce a recurrence of the entire clinical pattern within 2 to 4 hours and persists for 24 hours to 4 days, strictest control of the diet is imperative.

Two major problems are encountered in control of the diet: First, the food supply at home; second, the food supply in the schools.

The elimination from the home environment of all prohibited foods and beverages is the only effective means of avoiding infractions and assuring complete compliance. This necessitates participation of all family members in the dietary program. Usually no difficulty is encountered in securing cooperation of family members, since the rewards are so great. In addition, because these chemicals can induce adverse reactions affecting practically every system of the body, not infrequently other family members may report an improvement in well-being when adhering to the diet.

In choosing permissible foods, it is important to read the labels for the list of ingredients. Unfortunately, disclosure is not always complete nor reliable.

To assist the shopper, a logo has been developed to appear on all food and beverage packages to indicate complete absence of artificial food colors and flavors (Supplement II). The logo has been registered in the US Patent Office, has the endorsement of the FDA and already has complied with all the regulations for interstate commerce.

As additional assistance to parents a number of parent associations have developed spontaneously in this country and in Australia. The associations permit interaction among parents for the exchange of experiences as well as menus, recipes and lists of permissible foods in the local markets.

The absence of a controlled program for school lunches is perhaps the most crucial gap in dietary control for hyperkinesis and learning disabilities.

Hundreds of communications, as well as verbal reports have been received from troubled parents, expressing their frustraiton over the failure to obtain cooperation at the school level. As a result, the risk for dietary infractions is extremely high, making compliance at times almost imposible.

The availability of prohibited foods and beverages in our schools is compounded by the widespread distribution of vending machines for candies and carbonated beverages. This situation increases the frequency of dietary infractions which induce behavioral disturbances, followed by impaired learning.

Teachers frequently report that following the recess or lunch periods, the children in the classroom become unmanageable. This is commonly attributed to the excitement of play, with no recognition of the potential role of food additives acting as stimulants, the same as a drug.

All children can benefit from a program of controlled lunches. To date only the overtly disturbed child has been studied. However, it is conceivable that the same chemicals subtly influence the so-called "normal" child.

It is generally recognized that scholastic performance has deteriorated and is continuing to worsen at all levels in most schools of the country. The rapid rise in the prevalence of school vandalism, truancy, delinquency and crime is also documented. The food provided at our schools, including luncheon programs and those purveyed by vending machines are a rich reservoir of synthetic colors and flavors.

Since the evidence is mounting in support of artificial colors and flavors as a cause of behavioral disturbances and learning disabilities which frequently antedate these disorders, it becomes apparent we must examine these food additives as an important cause for the rising tide of disturbances. The failure to recognize a possible relationship between artificial food colors and flavors and behavioral disturbances and learning disabilities can in great measure be attributed to the fact that none of the chemicals introduced into foods as additives have ever been subjected to pharmacological studies as required for a compound licensed for use as medication. We know nothing about the pharmacological behavior of food additives, although we are daily ingesting large quantities of these chemicals. This is an amazing situation with the knowledge that except for terminology, chemicals used as drugs and those used as food additives are identical—both are low molecular weight compounds.

The need for a school luncheon program that controls the quality of foods served is not only imperative, it is urgent.

The ingestion of food chemicals acting as toxicants has already incurred inestimable damage to hundreds of thousands of children—the future generation of this country.

There is a constant search for answers to explain the persistent drop in scholastic performance and the continued rise in vandalism, delinquency and crime. A panel has recently been established to study the persistent drop in Scholastic Achievement Tests over the last twelve years.

The favorable response of 30 to 50 percent of the children managed on the K–P Diet indicates we have already identified not only a cause but also a cure—elimination of these chemicals.

It is true that the mechanisms involved are not known, nor have the specific compounds been identified. But such basic data will require many years of well controlled research. It is not necessary to await the availability of basic data. It has been demonstrated these children respond to dietary intervention. That is the immediate and urgent need—to halt and reverse the persistent rise in scholastic failures, vandalism, delinquency and crime.

A luncheon program that is well organized and applied will be self-supporting. Sufficient funds will be released by a reduction in the demands for remedial education classes and personnel which are costly, not to mention the savings on property damage induced by vandalism as well as the lowered requirements for surveillance and disciplinary facilities and personnel.

Thousands of parents as well as most teachers of the country advocate a program for controlling artificial food colors and flavors in the school luncheon program.

The position of the teachers is well expressed in the resolution adopted by the New York State Teachers Association, which is attached as Supplement III.

This august Committee has within its purview the opportunity for a major contribution to the welfare of the country. The adoption of a controlled school luncheon program will relieve hundreds of thousands of troubled children, their beleaguered parents and harrassed teachers of an inestimable burden.

SUPPLEMENT I

AN INVESTIGATION INTO THE EFFECTS OF THE FEINGOLD HYPERACTIVITY DIET ON THE CONDUCT OF "NORMAL" CHILDREN

[From Chagrin Falls School News, October 1975]

For two weeks during the middle of April, 1975, a class of twenty-three first graders at Gurney School in Chagrin Falls, Ohio went on a strict diet supervised by their teacher, Mrs. Ruth Davidson, and their parents. The diet wasn't for obesity but for hyperactivity.

At a meeting of school officials and parents in early April, Mrs. Davidson explained that she felt hyperactivity and related learning difficulties had been steadily increasing over the past ten years among "normal" first graders in regular classrooms paralleling the increase in methods in special classrooms. With the complete support of Mr. Jess Rankin, Gurney School Principal, Mrs. Davidson proposed to the parents that the children in her class be placed on a special diet for a maximum of two weeks. The parents of twenty-two of the twenty-three children agreed to participate in the experiment even though it meant considerable extra work for them.

The diet (called the Feingold K–P Diet after its originator, Dr. Ben Feingold, an allergist and pediatrician at the Kaiser-Permanente Hospital in San Francisco) has received much publicity recently as a result of Dr. Feingold's reported "cure" of about 50% of the many seriously hyperactive children he has treated since 1973. Dr. Keith Conners, head of the Child Development Laboratory of Massachusetts General Hospital, recently reported that his preliminary studies had validated Dr. Feingold's theory that the artificial chemical of flavoring and coloring additives in our foods were responsible for much of the tremendous increase in hyperactivity which this country has witnessed in the past ten years. Both of these prominent pediatrician-researchers worked with seriously hyperactive-learning disabled children. Mrs. Davidson felt that the diet might prove highly beneficial to normal children in a normal classroom.

The diet, given in full detail in Dr. Feingold's new book *Why Your Child Is Hyperactive* (Random House) consisted of eliminating completely from the child's diet all foods containing artificial coloring and artificial flavoring, plus the temporary elimination of a group of foods (mainly certain fruits) which naturally contain a chemical known as salicylate.

The mothers were, for the most part, extremely vigilant in reading labels, preparing home-made pastries, main dishes, ice cream, etc., and in watching carefully for any infractions of the diet. The children ate in their room at school rather than in the cafeteria for the two week trial period.

Both before and after the trial period, each child was rated on a number of traits which might indicate hyperactivity, nervousness or tension. Each parent filled out the questionnaire (both "before" and "after") for his own child and the teacher filled two on each child as well. The parents' and teacher's scores for each child were averaged to get a "hyperactivity rating" for each child, both before and after the diet period.

The results cannot be considered conclusive proof in the strict scientific sense but they strongly suggest that many children (not just those with diagnosed learning disabilities) are being adversely affected by the modern American diet which is higher in chemical food additives than the average diet in any other country in the world.

Twenty of the twenty-two children in the study went down in the "hyperactivity rating" as measured by the forty item questionnaire. On a rating scale of 1 to 9, the average decrease in hyperactivity rating was more than 1 full point (1.049) for the twenty children who showed a decrease. Two children showed a slight gain in hyperactivity rating at the end of the two week period (.538 and .056). The greatest decrease shown by any child in the group was a 3.065 drop in hyperactivity rating.

A number of interesting and unexpected effects were observed and reported by both parents and the teacher. Positive effects not covered by the questionnaire were noticed more frequently for boys than for girls, although the average decrease in hyperactivity rating on the questionnaires was slightly greater for girls than boys. Only two girls, but eight boys, seemed to undergo dramatic and highly noticeable changes. However, the most changed child in the class was a girl.

Six children experienced a period, after a week or more on the diet, of being very "fussy" and irritable and of crying at every little thing. These withdrawal-like symptoms lasted one or two days.

Seven parents noted that their child went to bed and to sleep earlier and more easily but two felt this might be due to more outdoor play after school. Three also comment that their children awoke earlier, easier and in a much improved mood.

Four parents reported that their child played more harmoniously with siblings and friends.

A reduction in amount and volume of talking was noticed by five parents and by the teacher in *all* but five of the children in the classroom. One of these five children was highly "talkative" before the diet, but on the diet talking increased to an almost steady flow throughout the school day. The other four were rather quiet children who seemed to become more out-going and animated on the diet.

The talkative child who became more talkative also became more active physically. He preferred to play outdoors with neighborhood children rather than watch T.V. after school as had been his custom. He went to bed and to sleep more easily. He experienced a recurrence of a bed-wetting problem which had not been a problem for some time. This may have been due to sleeping more soundly while on the diet. The problem cleared up completely shortly after he went off the diet at the end of the two week period. Two other mothers reported no change in bed-wetting problems with their boys.

One family of four, all of whom followed the diet rigidly for the two week period, reported that all of them seemed to feel happier and healthier. The school-age girl who had been plagued by allergies and *daily* stomach aches since infancy was reported to have *not* experienced a single instance of either during the diet period. This was in addition to improved disposition especially at bed-time and upon arising in the morning. The pre-school aged boy in the family who had had one continuous cold all winter, recovered within a few days on the diet and had no more cold symptoms during the two weeks. This boy, although not included in the experimental group, experienced a great change for the better in hyperactive behavior according to his mother.

Several interesting changes were apparent in school work and school behavior. Four boys who had had much difficulty with writing, all showed marked improvement. Two of the boys who had been the poorest writers in the class, despite conscientious effort, improved dramatically. Both went from near illegibility to near perfection almost overnight. The other two improved substantially.

Two of the same boys, both of whom had been very reluctant readers, spent much of their free time the last two school days on the diet, voluntarily reading quietly in the seats. Previously, both had spent all free time talking, roaming around the room or annoying their neighbors. Both read more fluently orally the last few days as well. Little change in home behavior was reported by either of these boys' mothers.

One additional child, a girl, showed a dramatic improvement in fluency in oral reading. Previously, she had had much difficulty in oral reading being troubled by "stuttering", halting, skipping, repetitions and uncontrolled eye movements. She showed a greater willingness to read silently during the diet period as well.

The four children in the class who had been rather quiet, serious, soft-spoken and somewhat timid appearing children all became less "subdued". They spoke more frequently and louder, smiled more and took a more active part in both work and play activities. This was also true of a fifth child but he wasn't particularly subdued verbally before the diet, although he was physically to some extent.

One boy who had been extremely high strung, fidgety, and super talkative, showed good improvement in all three of these areas. He talked less and with less volume. Also the pitch or tone of his voice seemed to become more pleasant and mellow. This improvement in voice quality was quite noticeable in the case of one girl also.

In the opinion of the teacher, the entire atmosphere in the classroom improved. Toward the end of the second week, the overall atmosphere seemed quieter, more relaxed and more pleasant. In general, the children seemed to be less argumentative, more willing and more able to work quietly, and they produced better work. They seemed somewhat happier and more relaxed. There were fewer emotional outbursts and considerably less need for close supervision in order to maintain order and assure good progress in school subjects.

Near the end of the diet period, one of the children was overheard to ask another, "Why are you smiling all the time lately?" The little girl responded, "I don't know. I just feel real happy inside now." This seems to sum up the changes as well as anything I can say.

As a teacher, I am convinced beyond any reasonable doubt that the diet did work for most children in my class in improving personal habits, social relationships and school progress. I only wish we could all stay on it forever. I feel quite sure it would make the children's lives and my job much happier and easier by letting the true personality and full learning capabilities of each child "come through" undistorted and undisturbed by artificial chemical stimulation or repression.

SUPPLEMENT II

TEACHERS ASSOCIATION OF NEW YORK MEETING, APRIL 1976

RESOLUTION SUBMITTED BY THE NIAGARA FALLS CHAPTER 801 ON HYPERKINESIS

Whereas, hundreds of thousands of preadolescents are suffering from what has now become a serious problem—hyperkinesis, a condition which causes children to be overactive or hyperactive to an extreme, and

Whereas, affected children are plagued by excessive restlessness, short attention span and poor impulse control, to the degree that their learning ability at school is greatly hampered, and

Whereas, the inability of hyperactive children to sit still or pay attention long enough to learn results in academic failure and often problems so serious that they must be put in special schools, and

Whereas, while the exact cause of hyperkinesis is not known, fairly conclusive evidence indicates a causal relationship between the use of artificial food coloring and flavoring used in food products and the incidence of hyperkinesis, and

Whereas, Dr. Ben F. Feingold of the Kaiser-Permanente Medical Center in

San Francisco has confirmed this causal relationship through extensive research, and

Whereas, the well-being of all children and the maintenance of an atmosphere conducive to good learning are and should be primary concerns of all teachers in New York State, now, therefore,

Be it resolved that the New York State United Teachers go on record in opposition to the use of any artificial coloring and flavoring that contributes to hyperkinesis, and

Be it further resolved that NYSUT bring all possible and necessary pressure to bear on food processors and food distributing companies (including the sponsorship of legislation) to cease and desist from the use of any artificial food coloring and flavoring that has been shown to contribute to hyperkinesis, and

Be it further resolved that all NYSUT members be encouraged to refrain from purchasing and/or use of food products that contain artificial food coloring and artificial food flavoring that has been shown to contribute to hyperkinesis.

(Action taken and passed. 200 delegates present.)

SUPPLEMENT III

EXCERPT FROM THE NATIONAL SCHOOL LUNCH PROGRAM, PART 210.10(F)— A FEDERAL REGULATION

Substitutions may be made in foods listed in Paragraph A-1 of this section if individual participating children are unable, because of medical or other special dietary needs, to consume such foods. Such substitutions shall be made only when supported by a statement from a recognized medical authority which includes recommended alternate foods.

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

MONDAY, AUGUST 9, 1976

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:20 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, and Buchanan.

Staff present: John F. Jennings, majority counsel; Beatrice Clay, staff assistant; and Charles Radcliffe, minority counsel.

Chairman Perkins. We are delighted to welcome to the committee this morning, several witnesses from the great State of California. I think we have one of the greatest Members, one of the greatest intellectuals who has ever served in the Congress from that great State on this committee, Mr. George Miller.

I am going to let George make any statement concerning the witnesses and the summer feeding program he would care to make at this time.

Mr. Miller. Thank you, Mr. Chairman. I want to thank you for giving us the opportunity to have this hearing. As you know, in the last month, and especially in the past couple of weeks, a great deal of controversy has surrounded the administration of the summer feeding program.

I, along with you, and a number of the members of this committee, are rather disturbed by many comments that we have heard publicly about exactly what is going on in the program. This seems to be the source of the problem.

From the panel that we have this morning, I hope that we will get some divergence of views as to exactly what can be done to insure that the mandate that we sought is carried out in feeding those needy children who have this program available to them.

I read some of the testimony coming down on the plane last night and this morning. I dare say that it conflicts with some of the public statements various public officials have made in my State and other States about what is going on. So, I look forward to this hearing. I appreciate the opportunity, as I said.

Chairman Perkins. I do want to state that I do want to make a trip, a committee trip to California at the request of Mr. Miller at a later date, not later than October. I will look forward to that trip.

We will look forward to collecting evidence that will be beneficial to the committee. As I understand, we are trying to go into your area first, then if possible swing down into the Los Angeles area during the same weekend, or during the week, when we are out of session.

The summer feeding program has attracted considerable attention over the Nation. First, because it is one of the greatest programs that we have ever enacted. Then there has been some derogatory criticism brought about by a few fly-by-night people, taking advantage of the program.

We want to see the program operated in the most efficient and effective way possible, in order that the program will not get bogged down anywhere along the line because of any problems.

I want to call, as our first witness this morning—we have a panel—Mrs. Gene White, director of Office of Food and Nutrition Services, California State Department of Education; Mr. Harry M. Redoglia, deputy business manager, Los Angeles Unified School District; Victoria Katayama, child nutrition program specialist, California Nutrition Action Committee, and Frances A. Zwenig, staff attorney, Food Law Center, California Rural Legal Assistance.

To save time, we will hear from each of you before asking our questions. Go ahead, Mrs. White, you are listed first.

STATEMENT OF L. GENE WHITE, DIRECTOR, OFFICE OF FOOD AND NUTRITION SERVICES, CALIFORNIA STATE DEPARTMENT OF EDUCATION

Mrs. WHITE. Thank you, Mr. Chairman.

Mr. Chairman and Mr. Miller, members of the committee, I wish to thank you for this opportunity to appear before you today, and in so doing report our urgent concerns regarding the summer food service program in California.

I am Gene White, director of the Office of Food and Nutrition Services in the California State Department of Education, Sacramento, Calif.

The California Department of Education, Office of Food and Nutrition Services, administers one of the most significant child nutrition programs in the Nation. The summer food service program, which is the focus of my testimony today, is but one of six Federal child nutrition programs administered by this agency.

Also administered by the office of food and nutrition services are the national school lunch program, the school breakfast program, the child care food program, the special milk program, and a nonfood assistance program.

These child nutrition programs, individually and collectively, make an important contribution to the health and education of almost every school age child in our State. The national school lunch program, for example, reaches over 1.5 million children each schoolday. These are excellent programs, and we are very proud of them. They represent a budget of over $200 million Federal dollars in fiscal year 1976 alone.

The California State Legislature's concern for the support of child nutrition programs is evidenced by the recent passage of Senate bill 2020, and Senate bill 120. These collectively provide $28 million in fiscal year 1976, and will provide $37 million in fiscal year 1977.

This legislation, in addition to providing funds for child nutrition and nutrition education, also mandates all public schools to provide at least one nutritionally adequate meal to each needy child during each regular school day.

As a result of this State legislation and because of the increased concern by local boards of education, many new schools are now participating in child nutrition programs, and the State has experienced in excess of 13-percent growth in the national school lunch and school breakfast program participation during the past year.

I have provided this background information concerning the scope of the child nutrition programs in California so that you will have some understanding of the support these programs are receiving from the State of California, the State legislature, and the department of education. It is from this broad base of concern that I view the emerging summer food service program.

Early on in my testimony, I would like to say, Mr. Chairman, that we are totally committed to the summer food service program. We feel that it provides a very important nutritional source for many, many needy children. This program provides nutritional help to children who would otherwise be deprived of food assistance such as they get at other times of the year under the national school lunch and breakfast programs.

The 1976 summer food service program for children is covered under the legislative provisions of Public Law 94–105, enacted October 7, 1975. That act revised and broadened the previous special food service program for children which operated since 1968 under an amendment to the National School Lunch Act.

During the summer months, sites are organized and run by public and private nonprofit sponsors to benefit children from areas in which at least one-third of the children are eligible for free and reduced price school meals. This is under the State's family size income standards.

The sponsors may include municipal, county, and State agencies, school systems, recreation groups, churches and social service organizations. Residential summer camps can be eligible if one-third of the attending children are eligible for free or reduced price school meals, or if attendance is drawn from areas in which one-third of the children are eligible for free and reduced price school meals. In California, we find that approximately two-thirds of our sponsors are from the private sector.

Although the program is geared primarily to the summer school vacation period, meal services may also be provided under this program at other approved times of the year.

California is experiencing a dramatic growth in this program. This growth is characterized by the Federal support required to reimburse community sponsors. For example, in the summer of 1975, $6.5 million were distributed by the office for this program. This amount will escalate to at least $14 million this summer, the summer of 1976. This summer 156 sponsors are providing meals to children as compared to 100 last year.

This rapid growth as well as statutory changes at the Federal level have created some unprecedented administrative problems. Public Law 94–105 liberalized policy and procedures to the extent that adequate administrative control at the State level is extremely difficult if not almost impossible.

I wish to identify five problem areas concerning the administration of the program. I will also submit recommendations for your consideration.

Our first concern is the publication date of regulations. Under present Federal regulations, the final operating regulations are to be published by the U.S. Department of Agriculture by March 1 of each year. This is too late. It does not provide adequate time for advance planning, review of sponsor applications and programs, staff training, and site reviews.

We recommend that final operating regulations be published by October 1 of each year. This would coincide with the new Federal fiscal year. It would also provide State agencies with additional essential time for assisting sponsors with administrative details of the program.

Our second concern is advanced funding. Under present Federal regulations, advanced payments are made to local sponsors on the basis of the sponsors' estimate of the number of meals to be served. We have serious concern regarding sponsors who may overestimate the amount of meals to be served and later face serious financial problems when retrieval of advance funds takes place.

The impact of this regulation was recently presented to this committee in testimony by John M. Damgard, Deputy Assistant Secretary, U.S. Department of Agriculture, who stated:

> Public law 94-105 mandates tht all eligible sponsors who apply shall automatically be approved to participate in the program. An eligible sponsor is defined in law as a public or nonprofit private institution which provides meal service to children from needy areas. While we have developed minimum sponsor and site criteria, it is very difficult for a State to deny program participation to a sponsor even when that sponsor's past performance has indicated its inability to properly administer the program. Potentially, a sponsor could receive advanced funding and never operate a program.

We recommend that the State agency be provided authority to adjust the sponsor's estimate of participation for purpose of advanced funding. This adjustment would be based upon the agency's review of the application for participation and other pertinent information.

Our third concern is the financial responsibility of sponsors.

Chairman PERKINS. Let me interrupt at this point.

Do you feel that the language that we have in the present act fails to give the Department of Agriculture authority to adjust the sponsor's estimates for participation?

Mrs. WHITE. We see this as being a very basic problem, yes, sir, very basic. Our real concern is really——

Chairman PERKINS. That is where the advance payments are made.

Mrs. WHITE. Yes, sir, the advance payments. Here we see two problems. Aside from the administration problem, the sponsor in all good faith may overestimate. This is very possible. When this happens, there is really a really serious retrieval problem later on.

Chairman PERKINS. Would you feel that the suggestion would be better in trying to amend the law, and take away the advanced funding and substitute in lieu thereof the reimbursement, such as we have in the school lunch and breakfast programs? Do you feel that this would be more effective for the summer feeding program?

Mrs. White. I feel that it would be more effective, and more financially responsible. However, I must point out from the position of the sponsor that many sponsors lack operating capital. Many of the private agencies have very little funds, and they tell me that it would be impossible for some of them to start a program, because they don't have the advance money to get going.

I would think that we would have to look at that as a problem, but certainly something needs to be done.

Chairman Perkins. Go right ahead. Excuse me for interrupting.

Mrs. White. If authority for advance funding is ever to be given, as an example, Mr. Chairman, I have in mind a sponsor this summer who came in with a large number of sites on which we would make advanced payments. Some of those sites later were closed. So they are going to have a real retrieval problem.

This is just an example of some of the things we are finding.

Our third concern is the financial responsibility of sponsors. Under present regulations, bonding of sponsors is not required. If the sponsor is not financially responsible, serious problems may result.

California's superintendent of public instruction, Dr. Wilson Riles, referred to his concern with this potential problem in his press release of July 29, 1976, which stated:

> If a local program folds up in the middle of the summer for one reason or another, there may be no recourse for the food vendors, or the Department of Education, to recover money or goods already advanced.

We recommend that safeguards be provided through law and/or regulations to guarantee the sponsor's financial responsibility in the use of public funds.

Our fourth concern is sponsor capability. Through our numerous sponsor and site reviews this summer, we are frequently finding sponsors lack adequate expertise and experience to operate and manage a large food service program.

As a result, some sponsors are grossly overordering or underordering meals, food quality controls are frequently not established and recordkeeping is too often inadequate to substantiate claims for reimbursement.

We recommend that the State administrative agency be granted authority, before the sponsors start operation, to limit the number of meals and/or the number of sites a sponsor may administer.

This limitation would be based upon one of the following: The sponsor's demonstrated performance in previous years, or the capability to operate a food service program as determined through review of the application for participation and other related information.

Our fifth and last item that we would bring to your attention is State administrative expense. Present Federal regulations provide for the allocation of State administrative funds on a calendarized basis. Budgetary practices in the State of California that govern the Office of Food and Nutrition Services expenditures are inconsistent with this procedure and calendar.

We recommend that a total sum be allocated for the administration of the program. This sum would be based upon the State plan and would be available to the State agency when the State plan is approved.

These five concerns are briefly stated and the recommendations are in conceptual terms. We do, however, hope they will be considered for the future administration of the program.

The summer food service program is meeting an important need in the State of California. The need is great. The program is making a very positive contribution to the health and well-being of many thousands of children, and these are children who would otherwise not have nutritionally adequate meals during the periods of school vacation.

Working together, the Federal Government and State government, and service institutions have an opportunity to improve administrative practices of the summer food service program. As a result, the program would be strengthened and would further serve the needs of children.

Thank you for this opportunity to appear before your committee.

Chairman PERKINS. Go ahead, Mr. Redoglia. Please identify yourself, for the record.

STATEMENT OF HARRY M. REDOGLIA, DEPUTY BUSINESS MANAGER, LOS ANGELES UNIFIED SCHOOL DISTRICT

Mr. REDOGLIA. My name is Harry M. Redoglia, and I am deputy business manager for the Los Angeles Unified School District, Los Angeles, Calif.

Chairman PERKINS. Without objection, your statement will be entered into the record in full. You may proceed in any manner you prefer.

[Prepared statement of Harry M. Redoglia follows:]

PREPARED STATEMENT OF HARRY M. REDOGLIA, DEPUTY BUSINESS MANAGER, LOS ANGELES UNIFIED SCHOOL DISTRICT

SUMMER SCHOOL FOOD SERVICE PROGRAM FOR CHILDREN

The Los Angeles Unified School District has participated in the Summer School Food Service Program for Children for the past four years. The School District was first authorized as a sponsor in the summer of 1973. Previous to 1973, school districts were not eligible for sponsorship of the program.

RECAP OF THE LOS ANGELES UNIFIED SCHOOL DISTRICT PROGRAM

Year	Sites	Average lunches daily	Days served	Total lunches served
1973	183	51,824	44	2,280,256
1974	186	49,750	29	1,442,750
1975	175	71,929	28	2,014,012
1976	246	97,045	29	2,814,305

The program has been highly successful in the Los Angeles City Schools since its inception. It has provided continuity to the National School Lunch Program which operates during the regular school year. The majority of the children who participate in the summer lunch program are those who regularly participate in the School District's lunch and breakfast program during the regular school year. It should be noted that the 97,045 children participating in the 1976 program is approximately 44% of the 220,000 who are provided free lunches during the regular school year.

We believe the success of any food service program is related to the capabilities of the organization responsible for the program. The Los Angeles Unified School District program has been successful because:

1. The District has adequate food service and operational personnel. The regular food service work force exceeds 3,600 employees. An adequate number of

these employees have been available on a part-time basis and have been assigned to operate the summer lunch program.

2. The District has adequate facilities for preparation and serving of lunches. Los Angeles has 472 school kitchens, one Central Kitchen that services 18 schools and one Manufacturing Kitchen which produces bulk food products for the entire School District. The School District served an average of 462,033 meals per day during the 1975–76 school year.

3. The summer program has provided a continuity to the District food service program which operates at schools during the regular school year. The summer school food service program commences when students are dismissed from the summer school instruction program at noon.

4. The District has developed efficient systems for (*a*) food purchasing, (*b*) food testing, (*c*) menu planning, (*d*) food preparation, (*e*) quality control, (*f*) personnel assignment, (*g*) meal reporting, (*h*) inventory control, (*i*) fiscal control, (*j*) in-service training, (*k*) repair and replacement of cafeteria equipment, and (*l*) receiving, storing, delivery of food and supplies. Because of these capabilities, the summer school food service program has been easily assimilated into the School District's food service operation.

5. The District has adequate supervisory personnel. School District playground employees who operate the recreational program at school sites are assigned to supervise the summer lunch service at all operating sites.

It should be noted that problems do arise in the operation of a summer lunch program. Most of them are similar to those encountered in the operation of any type of children's food service program, but others seem to be unique to the summer program. Some problems have arisen when:

1. Children attempt to take the lunch from the site during the food service period.
2. Adults attempt to participate in the program.
3. Private non-profit service agencies attempt to sponsor a summer program at a school site operated by the District.

The District has in all cases resolved these problems in order to comply with the program regulations as specified by the United States Department of Agriculture. The Los Angeles Unified School District believes that the program truly serves the needs of low-income children during the summer months and plans to continue their sponsorship in the years to come.

Mr. REDOGLIA. My name is Harry Redoglia, and I am deputy business manager of the Los Angeles Unified School District. I appreciate your invitation to appear before your committee to give a statement and testimony relative to our participation in the Los Angeles Unified School District in the summer school food service program for children.

I will make my statement brief. You do have a copy of it. I merely wish to make a few points.

We have participated in this program for the past 4 years. At the end of the summer session, we will have served a total of 8.5 million lunches since 1973. We truly believe that the program is worth all of the effort, all of the problems on the part of our workers, on the part of our school teachers and our principals who have become involved in it.

It gives continuity to our regular program that operates during the school year. The same youngsters who participates and are eligible for free meals in the national school lunch program and breakfast program, are those youngsters that are participating during the summer months.

The Los Angeles District, like other large school districts, does have the capability of operating a program of this size. Our normal lunch program exceeds 400,000 meals a day, and this program is about 97,000 per day. So we do have the ability and the capability to do the job, and we do do the job.

I believe that the program must continue because it does serve the needs of the youngsters who are eligible and who should be receiving nutrition all year long.

I think I may point out, and it may be relative to other sponsors, that it is necessary to have some capabilities: (1) You have to have trained people, and you have to have the ability to train these people; (2) you have to have a facility; (3) you have to have an audit train for everything you do. I think that this may be the one single point that all of the sponsors miss. But if you have an audit trail for everything that you do, your questions relative to advance subsidies may be answered.

We look forward to partipating in this program in the years to come. We think that we have been successful. We have had problems. You have problems whenever you try to feed any number of people, and particularly children. Some of the problems have been somewhat unique to this program, but we meet these problems, and we resolve them. We always look at the fact that we are serving youngsters. If we can do the best job possible, then our task is well worthwhile.

Thank you, Mr. Chairman.

Chairman PERKINS. Miss Katayama, go ahead.

STATEMENT OF VICTORIA KATAYAMA, CHILD NUTRITION PROGRAM SPECIALISTS, CALIFORNIA NUTRITION ACTION COMMITTEE

Ms. KATAYAMA. My name is Vicki Katayama, and I thank you all very much for letting me speak today.

I am a child nutrition program specialist with the California Nutrition Action Committee (CNAC). I work out of the children's right group (CRG) office in the San Francisco Bay area.

Both the California Nutrition Action Committee and children's rights group are nonprofit organizations which provide information and technical assistance to communities in the effort to set up federally funded food programs.

One of our goals is to see that all the poor children of California are fed during the summer months. Being affiliated with the above organizations, I have been working the past 8 months throughout California providing outreach for the summer food program, setting up summer food programs, including programs in the State migrant centers, and acting as a liaison between the community and the State.

It will be my attempt this day to present my firsthand experiences and evaluations concerning the summer food program to the members of this committee. Since much of my time has been spent with the summer food program, I welcome this opportunity to speak with you.

I will be speaking on behalf of California Nutrition Action Committee, Children's Rights Group, Council of Churches, San Francisco Unified School District, the Chinatown Coalition, South Berkeley Community Church, San Francisco Recreation and Parks Department, Akbar Learning Center, Catholic Youth Organization, and Modoc Indian Education Council.

Expressed problem areas: I wish to speak on various issues that are being discussed about the summer food program. Both John Damgard II, Deputy Assistant Secretary of the U.S. Department of Agriculture, who testified before you on July 22, and a press statement made by Wilson Riles, superintendent of schools in California, brought out the following points:

First, the existence of improper management of the summer food programs by sponsoring agencies;

Second, the present Federal regulations concerning advance funds should be altered to allow the State department of education to decide whether or not to offer advance funds;

Third, the needy children are not being reached; and

Fourth, food is being wasted.

They also offer solutions to some of the issues, but I think we need to go back further and look at the root of these problems before attempts can be made to better the program.

Question of improper management: First let us look at possible reasons as to why some programs are having problems. According to the Federal regulations, the summer food program may begin by May 1.

If a program is to begin on May 1, a sponsor would need the application in advance to give the State department of education its allowed 30 days to process it. This would make the latest date the application should be available April 1.

However, in California, applications were not distributed until May 7. In fact, at least one director of a sponsoring agency was so worried about the intent-to-operate form included in the application which stated: "This questionnaire must be completed and returned not later than May 7, 1976," she mailed it express delivery to the State department of education.

Although the State department of education was to be commended for offering three workshops, each covering different areas of the summer food program, the workshops were late. The last State workshop was held the week of June 8 and this made it almost impossible for any sponsor to begin before that time.

Another contributing factor to problem areas of management may be due to the fact that sponsors were not sent copies of the Federal regulations, despite the fact that the U.S. Department of Agriculture operational memo to the State department of education required it.

Therefore, sponsors were unaware of the technical aspects of the program. We received many requests from sponsors for copies of the regulations. Therefore, in the conscientious attempt to remedy management problems of certain sponsors, such sponsors require early cooperation and organization from the State department of education to realize their responsibilities.

Question of advance funds: At this time, we need to look at the background of the summer food program. This program was created to reach children where they are during the summer. Since not all children attend school but often participate in activities sponsored by community centers, it is important that both school districts and community centers continue to administer this program in order to reach all those eligible.

Unlike school districts, nonprofit community groups often do not have excess funds available. In most cases, there is a real need for advance funds.

There are two community groups we have been working closely with, that I would like to tell you about now. The first is a nonprofit, Moslem day care center in West Oakland run by volunteers. They heard about our organization through friends of theirs and asked us to meet with them to discuss the program.

They were aware of many poor areas in Oakland which were in great need of food and activities. They canvassed the neighborhood to see how many children would participate and saw this as the perfect opportunity to create reading and recreational activities for these children along with a food service.

They now have seven sites in operation, serving 1,000 breakfasts, 1,000 snacks, 1,000 lunches, and 1,000 dinners daily. Since the food is good, there is very little waste.

Unfortunately, this is one of the small community organizations who suffered because advance funds were withheld. At first the volunteers were paying for the food with their own money. When the bills became too high, they were required to take out a loan until they received their advance payments in order to continue serving the children.

The second group is a small church in northern Alameda County that was a serving site last summer with a parks and recreation department. Their reason for becoming a sponsor was to improve the quality of food the children were getting.

Last year's meals were cold, prepacked lunches, and there was food being wasted. Until they received their July advance payment on July 28, the director was paying for the food with his own money.

Both of these summer food programs are excellent examples of why we need to, one, continue to operate the summer food programs in community centers in addition to schools and, two, provide sponsors with advance funds at the first of each month as stated in the regulations.

Issue of needy children: Although many needy children are being reached by the summer food program, I am convinced that other needy children are not being reached. One of the major reasons is that the outreach done by the State department of education on this program is inadequate.

Our latest statistics show that only 25 percent of the eligible California children are being reached. Many school districts who received our summer food program bulletin in May told us that they were not aware of the program prior to receiving our letter.

The following experience will illustrate this point: A man from an Indian agency in a poor, rural area of Northern California wrote me a letter thanking us for informing him about the summer food program. He explained that they are seldom told about other available programs.

After obtaining the necessary information from our organization and subsequent approval by the State, he has since begun operation of a summer food program; 99 percent of the children he serves are poverty level.

Therefore, in accordance with statements issued by Riles and Damgard, it is apparent that needy children in many community areas are not being served. More conscientious attempts to step up outreach to these areas will be necessary to combat the present situation when considering the future direction of the summer food program. Upon the realization that hungry children go unfed, the responsibility for such outreach can no longer continue to be neglected.

Questions about food waste: From food sites we are convinced that much of food waste is caused by the quality of the food served. I have visited sites where the children eagerly go back for seconds because the food is good. Just as when we eat, the attitude and atmosphere the food is served in is another important element in children eating the food.

Conclusion: It cannot be argued that these problems do not exist, however, these programs should be generalized to all summer food programs. I have seen many community operated summer food programs that more than adequately fulfill the goals of the summer food program.

Now that we have seen some of the origins of these problems, we need to find constructive ways of improving the summer food program. It is very important that we keep the summer food program, where the children are in the communities.

Having worked with the San Francisco community on the summer food program since January 1976, I have been able to see the good it has done for not only the children, but also the city of San Francisco.

In 1975, approximately 13,000 lunches were served to the children of San Francisco, but this summer at least 35,000 lunches, 20,000 breakfasts, and 27,000 snacks. The number of places that children can eat has increased from 83 last summer to 259 this summer.

The San Francisco Unified School District, San Francisco Symphony, San Francisco Recreation and Parks Department, Council of Churches, and various other community groups have worked together to see that the needy children of San Francisco received meals this summer.

In addition, the department of social services became involved. They sent notices in four different languages to their receipients to notify them that their children are eligible for the program. To followup they set up a hotline to refer the children to the various sites throughout the city.

This program also gave jobs to hundreds of youth throughout the city and gave them a background and training they can use in the future. It also created business for local caterers and food suppliers.

This is the first year this program is operating under Public Law 94–105, one of the finest pieces of legislation ever written for the benefit of children. Problems are always expected with new programs, but we need to realize that such problems are not unsurmountable. It is very important that we all work together to make the necessary improvements at the appropriate administrative levels in order to—

First, preserve the summer food program in both the schools and communities;

Second, continue advance payments for sponsoring agencies;

Third, expand outreach efforts; and

Fourth, improve the quality of the food served.

If it is to be our goal to provide quality, nutritious meals to poor children, then we must unite to accomplish this goal to the benefit of the children.

Chairman PERKINS. Let me thank you.

We will hear now from our next witness. I understand that you are an attorney in a rural area of California. Are you practicing law in a rural section?

Ms. Zwenig. I practice law throughout the State. I am with CSA funded group that is responsible for the Federal food program advocacy in Arizona, Nevada, and California and Hawaii.

[Prepared statement of Frances A. Zwenig follows:]

Prepared Statement of Francis A. Zwenig, Staff Attorney, Food Law Center, California Rural Legal Assistance

I would like to thank the committee for holding this series of hearings on the operations of this Summer's Food Service Program for Children and for permitting groups like ours to present our experiences to your first-hand.

I am an attorney with the Food Law Center of the California Rural Legal Assistance. The Food Law Center receives funds from the Community Services Administration to engage in federal food program advocacy in the western region of the United States. Toward this end, I have actively worked with various California organizations anxious to participate in the summer feeding program. As problems have arisen in California, I have compared those problems with the handling of similar problems in other states. What follows here is a summary of my California expreience and an attempt to place that experiencein a national context.

THE SUMMER FEEDING PROGRAM IN CALIFORNIA

Dr. Wilson Riles, the Superintendent of Schools in California and hence the Chief California Administrator of the Summer Feeding Program, held a press conference in Sacramento on July 29. His press statement reflected the frustrations of his staff and many other state officials. The State Department of Education perceives itself helplessly caught in the middle between the local sponsors and the United States Department of Agriculture (USDA). Dr. Riles therefore pointed both to the individual sponsors and to USDA to explain various program abuses—such as questionable reimbursement claims and defaulting vendors—and the State's own lack of compliance with the federal regulations. For example, the themes of Dr. Riles' statement were: (1) sponsors are inexperienced and there is potential for mismanagement; (2) specific federal regulations are not stringent enough; and, (3) the USDA regulations were not timely enough to permit proper planning by the state.

ADVANCE FUNDS: THE SYMPTOM, NOT THE DISEASE

Dr. Riles suggested that one of the ways to remedy the situation is to "change . . . present federal regulations which force the Department of Education to make advance payments to local sponsors without adequate verification of meals to be served." I would like to focus on the question of advance funding not only because of my experience negotiating with the State of California on their failure to release the advance funds as required by law, but also because California's unhappiness with advance funds is symptomatic of the underlying problems with the summer feeding program.

CONGRESSIONAL INTENT: THE AVAILABILITY OF ADVANCE FUNDS

As you well know, the Summer Feeding Program for Children was created by Congress in 1968 as an amendment to the National School Lunch Act, 42 U.S.C. § 1761. The program provides for free meals for children under the age of 19 during the summer months (May 1st through September 30) and during other school vacations which last longer than 15 continuous school days. The intent of the program, is to provide, as far as possible, a full and balanced diet during school vacation to benefit especially those children from poor families who receive free and reduced price meals under the National School Lunch and Breakfast programs while school is in session.

In enacting P.L. 94–105, 89 Stat. 511 (October 7, 1975) Congress underscored the importance it placed upon child nutrition programs. We applaud the foresight of this action. Heavy emphasis was placed upon the amendments to the Summer Feeding Program provisions of the Act, particularly on expanding participation to all eligible sponsors upon request, through the provision of advance funding, thereby enabling even sponsors with limited capital to provide nutritious meals to low-income children. In this regard, the Congressional Record of July and September, 1975 is replete with statements by Senators and Representatives which express the clear Congressional intent that advance funding be made available to eligible sponsors on the first day of June, July, and August In fact, three members of this Committee, Representatives Chisolm, Perkins, and Zeferetti, made such speeches and I quote your chairman, Congressman Perkins who stated: "Under the Conference report, sponsoring institutions must be provided with monthly advance payments on June 1, July 1, and August of each year." (See the daily edition of 121 Cong. Rec., Sept. 18, 1975 at H8813.)

In recognition of this clear Congressional mandate, the Secretary of Agriculture duly promulgated regulations requiring states to make available advance funding to eligible sponsors. These regulations provide:

"(c) No later than June 1, July 1, and August 1 of each year, or in the case of service institutions which operate under continuous school calendar, the first day of the month of operation, the State Agency, or FNSRO where applicable, shall forward advance payments to each participating service institution with which it has a signed agreement: *Provided, however,* That (1) the State agency, of FNSRO where applicable, shall not release the first month's advance to any service institution which has not certified that it has held training sessions for its personnel and the site personnel with regard to Program duties and responsibilities; and (2) no advance payment shall be made for any month in which the service institution operates for less than 2 weeks. Each months' advance shall be in an amount no less than the total payment for meals served in the same calendar month of the preceding calendar year or 65 percent of the amount estimated by the State agency, or FNSRO where applicable, to be needed by the service institution for meals to be served in the month for which the advance is made, whichever is greater." (41 Federal Register 9539, March 5, 1976.)

CALIFORNIA'S LATE RELEASE OF ADVANCE FUNDS

With full knowledge of this clear statutory and regulatory mandate, the state of California did not release advance funds to eligible sponsoring institutions on either June 1, July 1, or August 1. In fact state administrators went so far as to tell sponsoring institutions in a training session on June 9, 1976, that July advance funds would be available no earlier than the third or fourth week of July. This was a startling statement to sponsors who had counted on advance funds in order to operate at all and who had been led to believe that they would receive those funds—because of oral representations at prior training sessions and because of written representations contained in the application packet sent them by the state.[1]

My clients, all of whom are community-based groups with little or no real cash flow and no ability to shift funds from one category to another, would not have been able to commence operations in July or to continue operations without the advance funds. Accordingly, I called the California State Department of Education on June 25 and asked about the funds. I was told the earliest date of availability would be July 15 because of a complicated series of transfers between the federal and state treasuries and the state comproller's office.

On June 29, I sent telegrams to all the responsible federal and state administrators of the Summer Feeding Program in Washington, D.C., San Francisco, and Sacramento, reminding them of their statutory duty to make advance funds available on July 1. In response I received one telephone call from USDA's regional administrator and one from a state administrator on June 30. Both agreed that the funds could not be released before July 15. I thereupon called the office of California's Director of Finance, Roy Bell. Through his intervention, the July advance funding was expedited and fortunately checks were mailed out to eligible institutions beginning July 6.

In August, despite assurances that the August advance funds would be timely, the authorizations did not leave the State Department of Education until August 2, only to be sent to the comptroller's office—from where they were to be sent out to sponsors beginning August 5—hopefully to reach sponsors by today—August 9.

Ironically, the above account is a success story in the annals of summer 1976 advance funding. The funds were released, albeit over a week late through the effort of anti-hunger advocacy groups and the intervention of the California Direct of Finance.

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[1] P. 3 of "Sponsor Handbook for On-Site Preparation," USDA-FNS Program Aid No. 1144; p. 7 of "Sponsor Handbook for Catered Programs," USDA-FNS Program Aid No. 1143; and a state document entitled "Request for Advance Funds."

USDA'S OVERSIGHT OBLIGATION

It should not be left up to the anti-hunger groups and others to ensure that the California State Department of Education adhere to the intent of Congress with respect to advance funding or any other aspect of the Summer Feeding Program mandated by the Act and USDA's implementing regulations. It is the duty of USDA to monitor the activities of each state agency and to insure the law is followed.

Unfortunately, California is not an isolated example of failure to adhere to the advance funds mandate. July advance funds were not provided at all in Utah and Illinois. They were very late in New Jersey and New York.

It is true that many states, including California, are reluctant to carry through with their advance funding obligations since they fear a phantom would-be sponsor who absconds with the advance funds without providing the first meal to a needy child. This fear is expressed several times in Dr. Riles' statement, for instance, and Dr. Riles' attempts to guard against the realization of this as yet unsubstantiated fear with his second major remedy—bonding.

BONDING CONCEPT: A STOP-GAP SOLUTION

Whether sponsors should be bonded is an interesting question and deserves further study by USDA and participating state agencies before any such requirement is imposed. It may be that bonding is a false issue. We feel that if the federal and state agencies follow and enforce the Act and the regulations as they presently exist (specifically, if USDA properly monitors the state agencies and the FNSRO's to insure they provide proper training and consistent program oversights), the exploration of the bonding issue will be unnecessary. Furthermore, we are particularly concerned about the implications of bonding for the smaller sponsors, the community-based groups which we represent and which Congress intends to have participate in the program.

Although there are different types of bonds, we assume that Dr. Riles was referring to a contract bond. With a contract bond, the sponsor would have to pay the bonding agency some percentage of the total cost of its program. If the sponsor defaults in its performance, theoretically the contracting agency would pay the state (or FNSRO) the value of the bond.

In practicing we can envision the following problems:

1. The costs of bonding might be prohibitive in that they would not be covered adequately by the present 6.5 cent administrative allowance per meal.
2. Not every area has bonding agencies.
3. Bonding agencies are not interested in "insuring" smaller programs since the premium on the bond will be less and they will make less money.
4. In order to bond, the agency will check each program for sound management and fiscal ability—a process that could take 3–4 weeks. Time is a premium in the Summer Feeding Program, however. In addition, the smaller program will probably not fare well at this stage either, since the smaller programs organized just for the summer food service will not meet the demanding requirements of many bonding agencies.
5. Even if the state finds that a sponsor has not held to its contract, it has to "prove" that the contract is broken before the bonding agency will pay off the value of the bond. This is a time and money-consuming process. It is conceivable that more administrative time will be spent at this stage than will be recouped from the contracting agency.

In summary, we think that bonding is a possible contribution to accountability, a concept which we certainly support. However, a great deal more research is necessary before this or any other solution is adopted. It would be disastrous to put into play a mechanism that in the end contributed nothing to accountability but did succeed in eliminating all small, community-based sponsors from the program.

Bonding is only a stopgag answer that will not solve the problems of management expressed by state administrators like Dr. Riles. Given the proper amount of lead time and staff coverage all of the troubles he forecasts could be avoided. The real question is—why doesn't proper planning and followthrough occur in California and many other states.

My main point and report to this Committee here today is that USDA has abdicated its responsibility to monitor the state operations from the very sart. For example, California has complained that it did not have enough staff to: (1) process the applications in the short time required, and also (2) to monitor the summer feeding programs from the outset as they would like to do. At first blush, this complaint seems well-founded until one examines California's management and administration plan, submitted to USDA on April 28, 1976 and approved on May 19, which states that $135,867 would be allocated for staff and expenses while the State of California anticipated a total program cost of $14.9 million—meaning that California could have received from USDA at least $298,000 for administering the program. (Now the program is projected to cost approximately $16.6 million, with $299,862 in authorized administrative costs.)

It was the responsibility of USDA to evaluate the California state plan at the outset and question such a discrepancy. This did not occur.

The state plan is also the means USDA can employ to judge the ability of the state to effectuate the Congressional mandate to reach every needed child (outreach); to question the imposition of additional, illegal state requirements (such as audits for small projects and requirements of recreational activities); and to assess the criteria for approving or disapproving sponsors.

Evaluation of the state plan is only the first step. USDA has the further duty with the state plan in hand to monitor the operations of the Summer Feeding Program along the way. This summer's experiences with the non-provision of and/or delays in providing advance funds illustrates that USDA is not performing its duty now.

HOW USDA CAN BETTER PERFORM ITS MONITORING RESPONSIBILITIES

Most federal and state administrators believe in the Summer Feeding Program and would like for it to function at an opitmum level. There are a few federal administrators who want to push off onto the states the responsibility for carrying out the Congressional mandate with their suggestions that there be bloc grants and/or discretion given to the states for advance funding but hopefully they are in a minority.

The Summer Feeding Program as it is presently constituted, contains many strong points: the outreach mandate, the open-ended funding, advance funds, the umbrella concept for sponsorship, the utilization of school buildings for the program.

Many of the problems can be corrected within the present structure without any necessity for new legislation. This Committee can employ its oversight powers and ask USDA to respond to the issues of concern here sometime later this August.

To help the program realize its potential, I would suggest that USDA be asked to consider the following administrative reforms:

1. The development and promulgation of a model state plan to be sent out to states and FNSRO's by the early fall before each summer.
2. That plan should contain detailed suggestions as to—
    a. What is meant by effective outreach.
    b. How training of sponsors should be effectuated.
    c. What is minimally adequate staffing pattern.
3. The Secretary of USDA should promulgate proposed regulations by November 1st.
4. States should be required to submit their management and administration plans by December 30 to USDA and their respective governors.
5. USDA and the governors should review them and send them back with comments for revision by February 15.
6. Final state plans should be in effect and fully operational by March 15.
7. However, as soon as comments and revision suggestions are received on or before February 15, states should begin outreach efforts.
8. Applications and copies of applicable regulations should be sent to potential sponsors no later than March 15.
9. Handbooks for sponsors and sites more comprehensive than those available at present should be developed by USDA and be available by March 15.
10. USDA should develop criteria so that the sponsor chosen will be the most likely to provide the best possible food service. Such criteria might include location of sponsor, date of application, quality of menus planned, prior record in summer food operation, prior record in community service, planned use of other community resources, etc. Such criteria should be flexible enough to deal with different situations, but would help insure that a good decision was made.
11. A formalized grievance procedure based on these criteria should also be developed by USDA so that institutions who believed that they were denied sponsorship unfairly could argue their case.

12. USDA should allow eligibility for participation to be based on either area income or individual income—a flexibility allowed for overnight camps which participate in the summer food service.

13. The concept of bonding should be given further study by USDA before any proposal or regulation change is proposed to the Committee.

14. The reimbursement schedule should be reevaluated to see if it is realistic and also to allow for incentives for better-quality meals.

The Food Law Center is actively working on these suggestions for reform and will submit them to USDA.

Again, thank you for this opportunity to discuss the Summer Feeding Program with you.

STATEMENT OF FRANCES A. ZWENIG, STAFF ATTORNEY, FOOD LAW CENTER, CALIFORNIA RURAL LEGAL ASSISTANCE

Ms. ZWENIG. My name is Frances Zwenig, and I am an attorney with the food law center, which is a part of the California rural legal assistance. I want to join the other members of the panel in thanking you for having these hearings and inviting us.

I also want to thank you for agreeing to hold hearings in California. I think that it is very important for you to have a perspective on what is happening with sponsors, and sponsor groups who cannot afford to make the trip here. I think that it is important for the committee to meet with them in California.

Chairman PERKINS. We want to look at several of your programs while we are out in your section.

Ms. ZWENIG. For the past 5 months I have been working along with Ms. Katayama with several groups which wanted to participate in the summer food service program. Problems have arisen during those months, and as a rule I attempted to compare those problems with some that occur through the four-State area that I am responsible for, and throughout the country.

What I would like to do today is explain to you some of the things that we dealt with in California, and compare them to what is happening nationwide. A point that should be made early is that California's problem is not an isolated problem. In fact, Utah, Montana, Illinois, no advance funds are forthcoming at all, despite clear statute and regulatory mandate that there be advance funds. In New York and New Jersey, the advance funds were very late in coming.

Dr. Wilson Riles, as you know, made a statement in California on July 29, and his statement reflected many of the frustrations that the State officials in California and State officials nationwide are experiencing.

We agree with a lot of the frustration, but we feel that many of the problems the State Department of Education in California encountered can be handled within the present context with no need to write new legislation, no need to change the framework which is basically good.

Dr. Riles, speaking for the State Department of Education, sees himself caught in the middle between what he characterizes as lax USDA regulation and mismanaging sponsors. However, much of the statement deals with hypothetical situations. There are no real examples of sponsors who would take the advance funds and have gone into the wilderness. This, in fact, has not happened that much. It has not happened at all, to my knowledge, except for one example that Mrs. White dealt with today.

I would suggest to you that there are ways within the present context to remedy the situation, and to prevent the absconding of funds.

It is more important to allow the community-based sponsors, sponsors such as Ms. Katayama referred to, to allow them to participate in the program in full concurrence with the congressional mandate which was to have advance funds.

The statement that two people here have referred to, the Damgard statement before your committee on July 22, also rferred to a GAO study which was done last year. There was a report to the Congress, and the appraisal of the summer food program for children. One of its major recommendations was that there be provision for advanced funding. I would like to quote from that report:

> Some sponsoring officials said these funds became available only through reimbursement and that they would be able to plan the program better if part of the funds could be advanced during the planning stage. FNS officials agree that advance payments would be especially helpful to sponsors who must operate on tight budgets, and those without adequate working capital.

It pointed out that the authorizing legislation does not specifically authorize the Secretary to make advance payments. Pursuant to this recommendation, and through the efforts of this committee, and the corresponding committee in the Senate, advance funding became a part of the National School Lunch Act and Public Law 94–105.

The Congressional Record is replete with statements by Senators and Congressmen that advanced funding is important and meaningful to the community-based sponsors, if they must carry on as described.

Congressman Perkins, I quote your statement of September 18:

> Under the conference report, sponsoring institutions must be provided with monthly advance payments on June 1, July 1, and August of each year.

Now despite this clear statutory mandate, and the following regulatory mandate which the USDA Secretary promulgated in his regulations on March 1, 1976, the State of California told eligible sponsoring institutions as early as June 9 in a training session, that July advance funds were not going to be available until the third or fourth week of July.

The sponsoring institutions were really lucky, because in past years, they would not have gotten the July funds until August.

When asked again on June 25, I addressed the question to one of the administrators in the State department of education whether the funds would be avaalable, and I was told that they would not be available until July 15 at the earliest. That was the first day of the third week in July.

I explained to them that groups that we represent, the same groups that Ms. Katayama described, that they would not be able to operate without these advance funds. The advance funds are not the entire entitlement of these groups, it only amounts to 65 percent of the budget for that month, for 1 month, the month of July.

If the State has done a proper job of monitoring and examining the application, and checking with the group that applies, there should be no question at all that an eligible institution should be able to operate and to use the advance funds appropriately.

On June 30, seeing that I was not getting anywhere with the State department of education, I sent a telegram to the appropriate Federal and State administrators of the summer feeding program. I sent telegrams to Washington, San Francisco, and Sacramento.

I received a reply from one administrator in San Franciso, the regional office of USDA, and a reply from one individual in Sacramento. They essentially confirmed the story that I had gotten earlier from the State department of education officials. Namely, because of the complicated series of transfers between the U.S. Treasury in San Francisco to the State treasury in San Francisco, and then to the comptroller's office in Sacramento, there was no way the funds could get out until July 15.

I then called the State director of finance in the comptroller's office, which is a separate office, and I located a man in the comptroller's office to tell me that if they were certain that money would eventually be coming to the State, even though it had not arrived to the State and county treasuries, the State could go ahead and draw on that money.

I ask him how long that process would take. He said that it would take about a day. I said: "No, you must not understand my question." He said: "All it will take is a day," and he gave me an example of special funds that had been set up for the Lieutenant Governor, where the funds were not available, but they allowed the Lieutenant Governor's office to draw on the account.

He finally gave this information to the State director of finance, and the State department of education, and a day later, on July 1, I was told by those offices that the advance funds could be worked out and be available to the eligible sponsors starting July 6, a considerable amount of time before July 15. This meant that some of the groups could operate during the month of July.

I was told further by an official in the State department of education that the reason this was possible was that department officials dropped all their other duties so that they could work on the advanced funding full time.

This seemed to me to mean that they are not staffed properly. This raises the logical question: Why are they not staffed properly? Why was there not adequate staff to take care of advanced funding, which is an integral part of the summer feeding program, which makes it possible for the smaller, community-based groups to operate.

The answer to that, I think, is that there was not adequate monitoring of the State plans and the State operations. The question there is: Who is supposed to provide that monitoring? The answer I would suggest is USDA.

I think USDA in Washington is ultimately responsible for the problem of advanced funding in California, and the fact that there is no advanced funding available in Utah, Illinois, and Montana in July.

It turns out that, in Montana, there is no advanced funding because the State of Montana by law is forbidden to get advanced funding. If that sort of thing was known, then the State of Montana should not have been allowed to operate the summer feeding program. It should have been given to FNS-RO, as a subpart of USDA. If good monitoring had been done, that would have taken place, I would suggest.

The second major consideration expressed by Mrs. White today, and Dr. Riles in his statement, is one possible answer to taking care of the problem of mismanagement, or the so-called mismanagement, and this is the possibility of bonding.

As I said in my statement, bonding is a stopgap solution. It may work, and it may not work. There are several considerations to deal with before bonding is considered for adoption.

We feel that if the Federal and State agencies follow the act and the regulations as they presently exist, namely, with adequate monitoring, there would not be a need for bonding. Bonding may very well be a false issue.

But assuming there is some need for bonding, I would like to suggest the following considerations. We are particularly concerned about the implications of bonding for the smaller community-based groups. On page 8 of my statement, I outline for you some of the questions that occur to us as we consider what bonding would mean for our clients.

We assume that Dr. Riles and Mrs. White are referring to a contract bond. With a contract bond, the sponsor has to pay the bonding agency some percentage of the total cost of its program. Then, if the sponsor defaults, theoretically the contracting agency would pay the State or the FNSRO the value of the bond. In practice we see some of the following problems:

One. Bonding costs may be prohibitive for smaller community-based groups, and it perhaps would not be covered adequately by the present 6.5-cent administrative reimbursement for each lunch or dinner served, for example.

Two. Not every area has bonding agencies.

Three. Bonding agencies do not want to insure small programs because the profit they make is not worth the time and money they have to invest in order to bond the agency.

Four. In order to bond, an agency will have to do quite a bit of research, the same kind of research that the State or FNSRO has to do, to check for sound management, physical ability, and the best estimates. This could take 3 to 4 weeks, and time is a real premium in the summer feeding program. Probably some groups could not participate. We think that probably our clients, or the smaller groups would not be able to participate or would not fare too well in the bonding analysis.

Five. Even if the State finds that a group has defaulted on its contract, and reports this to the bonding agency, the State has to prove to the bonding agency that there has been a default. The time and energy spent, from the State' point of view may be more expensive than the money they might recoup from the bonding agency.

All of these are considerations that we suggest should be researched before any sort of attempt to adopt bonding as a possible contribution to accountability. We certainly support accountability, but we don't think that bonding is necessarily the best solution, or the best way to help contribute to that.

We feel that it would be disastrous to bring into play a mechanism that in the end contributed nothing to accountability, but did end up in eliminating the smaller community-based sponsors.

Again, I would like to make the point that a lot of the problems can be eliminated with proper planning, with proper leadtime. This proper planning and their proper leadtime can be effectuated if USDA is fulfilling its statutory responsibility.

I would like to give you an example from the California State management administrative plan, which is part of its overall State plan for carrying out the National School Lunch Act. The plans were submitted to USDA on April 28, and were approved on May 19.

In the plan it was stated that $135,867 would be allocated for staff and expenses, and they anticipated a total program cost of $14.5 million. The State is entitled to get 2 percent of the total program cost, which would be $298,000.

But this plan only called for an expenditure of $135,867 less than half what they could have asked for at that point. I would suggest that USDA should have caught that discrepancy right at this point, at the point of approval, and asked California why it did not staff up adequately.

As Mrs. White pointed out, and Dr. Riles pointed out, they have had trouble keeping up with the applications, and doing the proper amount of monitoring. Even now their total program is costed out as $16.6 million, and this is as of last Thursday, and only $299,862 in authorized administratve costs. This is still some $32,000 short of what they would be entitled to get.

Even this amount of money, if it had been set up at the outset, to start with, would have been much more meaningful. The State plan's administrative plan is also a means that USDA can employ to judge the ability of the State to effectuate the congressional mandate to reach every needy child.

The State told us that they had written letters to every school district, telling them about using the school facilities for the summer feeding program. Ms. Katyama and myself sent out mailings to every school district in the State of California, and we received calls from at least two school districts who told us that the first time they heard about the summer feeding program was when they read our mailing.

The State plan should also be the way USDA can question the imposition of additional illegal State requirements. In California, at the first straining session, it was put forth that there was a requirement for recreation activity. We pointed out at the training session that it was an illegal imposition of the Department. That sort of thing should appear in the State plan, and it should be caught by USDA.

Finally, the USDA should look at the State plan's administrative plan to be able to assess how the State or the FNSRO is approving or disapproving sponsors. But I would submit that evaluation of the State plan is only the first step. There should be constant monitoring. There should be constant questioning of the State and the FNSRO to make sure that they administer the program properly. Advanced funding is an example of how USDA has failed to do that so far.

We believe that most Federal and State administrators are like Mrs. White, and believe in the program. There are few administrators who want to push the responsibility for carrying out the congressional mandate off unto the States with the suggestion that there be block grants, and or discretion given to the States for advanced funding. These officials seem to be in the minority.

The summer feeding program as it is presently constituted has some very strong points: The outreach mandate, the openended funding, advance funds, the umbrella concept for sponsorship, the utilization of school buildings for the program.

Many of the problems that we have discussed today can be corrected within the existing structure without any necessity for new legislation. I have cited, on pages 11 through 13, some of the suggestions that we have worked out, which we would like to ask this committee to ask USDA to respond to.

We would like to ask that USDA develop and promulgate a model State plan, to be sent out to the States and FNSRO's by the early fall.

The plan should contain detailed suggestions as to outreach, training, minimally adequate staffing patterns.

We also think that the regulations should be promulgated earlier. Mrs. White stated an earlier date than we have suggested. We have suggested that the regulations come out by November 1, but we would certainly concur with her suggestion that they be sent out by October in final form so as to give the States adequate time for planning.

We would suggest that the final regulations come out within an appropriate time after that, and that final State plans should be in effect and fully operational by March 15. But prior to that time, as soon as the comments and revisions are received from USDA, the State agency should begin its outreach efforts and attempts to get sponsors involved, because just as the States and the FNSRO's need time, so do the sponsors also need leadtime in delevoping and making out their arrangements.

We think that the handbooks and applications should be available by March 15. The handbooks, as they are presently worked up, are not adequate for the task, and they should be greatly improved upon by USDA.

I think that USDA should develop criteria so that the sponsor chosen will be the one most likely to provide the best possible food service. On page 12, I list some of the possible criteria.

We think that there should be a formalized grievance procedure added to the regulations so that those groups which are turned down by the State agency can argue their case before a proper panel, and have a chance for a hearing.

The rest of the suggestions I will leave for you to read. On page 13, we, the Food Law Center, CNAC, the children's foundation, and the food research action are actively working on all of these suggestions, and we plan to submit our working draft to USDA.

We hope that this committee can continue its efforts in helping the benefits go to the needy children under the summer feeding program.

Thank you very much for the opportunity to discuss our experiences with you.

Chairman PERKINS. You have all been good witnesses.

Mr. Miller.

Mr. MILLER. Thank you, Mr. Chairman.

Mrs. White, how many sponsors do you have in the State of California this summer?

Mrs. WHITE. This week, we have 156.

Mr. MILLER. Last year at this time you had what?

Mrs. WHITE. We had 100.

Mr. MILLER. How many feeding sites do you have in the State?

Mrs. WHITE. That varies day by day. But approximately, today, around 2,400.

Mr. MILLER. How many last year?

Mrs. WHITE. Less than 2,000. Last year, actually, it was around 1,700 at this time.

Mr. MILLER. How many of the 156 sponsors were sponsors last year?

Mrs. WHITE. I don't have that information for you. We have many new sponsors this year, but I don't have the exact number. I can tell you that out of the 156 sponsors we have, most of those are out of the private sector, we have 46 school districts that are serving as sponsors.

Mr. MILLER. So out of 156, you have 46 school districts.

Mrs. WHITE. Right.

Mr. MILLER. What other public agencies?

Mrs. WHITE. There is just a wide variety of agencies. Southern California, Los Angeles County alone, we have 51 sponsors out of the 156, so that is our greatest concentration of sponsors, sites and meal service.

Mr. MILLER. Out of the 51, how many are public school districts?

Mrs. WHITE. We have the Los Angeles Unified, which is the largest single sponsor with 246 sites. Los Angeles Park and Recreation is another large sponsor. They have approximately 150 sites.

We have an organization called the Communicative Arts Academy, which is assisting NAACP. They have probably 100 sites in operation today.

We have another organization called CEDIC, which is a major one in Northern California, providing, perhaps, service this week to 125 sites.

Mr. MILLER. Are there other public agencies that you are aware of?

Mrs. WHITE. There is GLACA, which is the Greater Los Angeles Action Agency.

Mr. MILLER. Do you know approximately how many sites they have?

Mrs. WHITE. I think that they have about 100 sites this week.

Mr. MILLER. How many sites do you have in Los Angeles?

Mrs. WHITE. We have Los Angeles Unified with 246.

Mr. MILLER. How many in the county?

Mrs. WHITE. The number is constantly changing, but our most recent figure in Los Angeles County is over 1,300 sites, slightly over that.

Mr. MILLER. Is there any reason to believe, or was there any reason to believe that on application for the summer feeding program, the Los Angeles School Districts, Los Angeles County Parks, the NAACP, CEDIC, or CSA would be bad sponsors? Do you have trouble with them?

Mrs. WHITE. That question would be difficult to answer because they have their individual record.

Mr. MILLER. Do you have information of operating with them before?

Mrs. WHITE. As Mr. Redoglia said, for the past 4 years, they have been an excellent program. They have a very good record.

Mrs. MILLER. What about the Art Academy?

Mrs. WHITE. This is the first year they have participated.

Mr. MILLER. Was there anything in the character of these groups that would lead you to believe that they would abscond with funds?

Mrs. WHITE. This is a question that I canont answer for many obvious reasons. I would like, however, to review in chronological order the situation with one major sponsor, to show you the magnitude of the problem in terms of advanced funding.

This sponsor came into our office at the end of June with an application agreement, which we approved.

Mr. **Miller**. Was that a private agency?

Mrs. **White**. Yes, sir.

They wanted to start operation the first week in July, so there was little opportunity for us to make inspection on their proposed sites. On July 3, the sponsors came to Sacramento and said that we had immediately to review their application for sites, so that they could get going.

So our staff worked with them all through the 4th of July, and as a result of the joint effort, we approved 76 sites, and worked out the advanced funding on the basis of the 76 sites.

The next week, the same sponsor contacted us and said that they had increased the number of sites to 185, and wished to have advanced funding for those also. At that point, we became concerned with the rapid growth of the program, and made some site reviews, looking at the proposed new sites.

I, myself, spent 4 days in the ghetto areas checking on some of these. Some of the sites were legitimate, and were doing a good job in feeding children. Other sites were nonexistent. In some cases, the addresses were not even there. I went to one site, which was an empty warehouse, and another site was an abandoned filling station.

I went to another site which was a residential center for 60 boys. These were delinquent boys who lived there the year around, which made the site an ineligible feeding site for those boys. There was a cook on duty, cooking the food for the day.

I counted in the kitchen 400 meals the sponsor had sent them, and they were on their way in a truck to pick up another lot of meals. At this point, we became very, very concerned about waste.

We found the same situation at another site of the sponsor's.

Mr. **Miller**. Are we still dealing with the same sponsor?

Mrs. **White**. Yes; I am still with the same sponsor.

I went to another site, and I found again another residential center for 35. They had received 125 breakfasts that morning. I checked to see if they had signed for them. There was no indication that the food had been served, and there was a cook on duty preparing another breakfast.

My point simply is this. I would not suggest that this was a fraudulent operation. I would simply suggest that they had some serious management problems which led to waste, and this could mean abuse of the program. We became really concerned.

Mr. **Miller**. Wait a minute. You visited a site. You found a cook onsite who was cooking breakfast, and you found 125 breakfasts there that were delivered to the site.

Mrs. **White**. The breakfasts were not there, Mr. Miller. There was a delivery slip that had been signed, showing that the breakfasts had been received. The food was not there.

Mr. **Miller**. The cook had no knowledge?

Mrs. **White**. No apparent knowledge.

I would like to emphasize the fact that I am in no way suggesting that this program is being abused by many people. I am simply suggesting that this is an indication of some of the problems the sponsors can have, and these may be very legitimate problems. They could have had their orders mixed up. This can happen when you have untrained people.

Mr. Miller. Let me ask you a question. This sponsor we are discussing made an application for 76 sites. The Department sat down, went over the sites with him, and approved those sites.

He came back later, and asked for a total of 185 sites. When were those sites approved, the additional sites?

Mrs. White. Some of the new sites were approved, and some were not approved.

Mr. Miller. Why did they make it 185?

Mrs. White. Because that was the requested number of sites.

Mr. Miller. Then, you did the onsite inspection because of the growth?

Mrs. White. We spot checked. We did not visit them all.

Mr. Miller. Then the sites were approved?

Mrs. White. They were not all approved. They were requested for approval.

Mr. Miller. They were requested for approval, but delivery of meals, at least, was made to these sites, and that is why you inspected them.

Mrs. White. We were verifying sites.

Mr. Miller. You were verifying sites that had already gone into the process for the delivery of meals. Why did you go to the delinquent boys' home, if that was one of the approved sites?

Mrs. White. The Federal regulations require the sponsoring agency to visit sites.

Mr. Miller. I understand that. I am just trying to verify this issue. You were not going to the delinquent boys' home in anticipation of approval. You were going there after approval to spot check if, in fact, it was a legitimate site.

Mrs. White. That is correct.

Mr. Miller. Most of the 185 sites must have been approved almost automatically.

Mrs. White. No, the 185 sites were not approved automatically. The request was made for 185 sites. We, then, subsequent to that worked at length with the sponsor, trying to see whether, first of all, all of these sites were really needed. Was it possible to use more efficiently some of the existing sites. This in many cases could be done.

Again, we tried to provide some assistance to them in terms of grouping sites, and bringing the children into one common place. We firmly believe that this is not a limitation on the service to children, but it makes it a little more efficient for the sponsors to serve them.

Mr. Miller. What other sponsors have you had trouble with?

Let me ask you something. In Dr. Riles' statement, it says:

> Our staff people have visited purported feeding sites only to discover fictitious addresses, or no evidence that children were ever there, let alone being fed.
>
> Some sponsors are grossly over-ordering meals, and as a result there has been a tremendous wastage of food.

Is he talking about the same wastage of food in that instance?

Mrs. White. This was referring to a sponsor that I have talked with you about. I have personally seen other similar situations with other sponsors.

Mr. Miller. What I am trying to put together is the question of sponsors and sites. You can talk about numerous sites, where you personally have found problems in the program. I am trying to determine to how many sponsors we should attribute these problems?

Mrs. White. I would say that we had four major sponsors who have had problems of these kinds. I would also like to say that within the last 2 weeks we have worked very intensively with these sponsors, and we feel that many of these problems are being corrected.

Mr. Miller. In your statement on page 5, you say:

> An eligible sponsor is defined in law as a public or nonprofit private institution which provides meal service to children from needy areas.

I assume you understand the State is given the interpretation that this is an institution that comes into being for this purpose. It can be public or private. It can be a neighborhood group that says: "We are going to feed these children."

Mrs. White. Right.

Mr. Miller. You go on to say that it is very difficult for a State to deny program participation to a sponsor even when that sponsor's past performance has indicated its inability to properly administer the program. Potentially a sponsor could receive advanced funding and never operate a program.

Mrs. White. This is a quotation, first of all, from the testimony that was given by Mr. Damgard of USDA. That was his testimony.

I believe that one of your earlier question was, do we have sponsors from previous years, and are we having some problem with them. Is that correct?

Mr. Miller. Apparently there is this incredible bookkeeping problem of checking on sponsors. I am trying to weed out those sponsors which have a reputation. I don't think that the LA school district is going to abscond with the money. They are too big to go run and hide. I don't think that GLACA and CEDIC are going to run away with the money. So, I am trying to narrow and find out exactly where the verification problem is, and what the predetermination of ability to deliver on the goals of the program is.

Mrs. White. You have touched on an extremely difficult problem because this is a highly compacted program, all the action takes place in the period of a few weeks. It is very difficult, if the sponsor has a problem, to identify the problem, to work with them and get it straightened out before the program is over.

If I take this quote from Mr. Damgard's testimony, it would suggest that the State has no ability to deny a sponsor participation in the program because the sponsor is incompetent.

Mr. Miller. Do you mean to tell me that when somebody comes up and says: "We are going to feed 3,000 kids," they may have no history, and no ability to do it.

Mrs. White. This summer, for example, this sponsoring agency that I referred to as being one of major concern has no track record. To my knowledge, they have never operated a food service program before. Now this does not mean that they are not capable because they have not done it. But our concern with this sponsor, this summer, is that they have had big problems because they did not have any experience.

Mr. Miller. You are in the business. This is your business, and it has been for a number of years. If you take a new sponsor, and you give him 185 sites, you may be asking for trouble, since he has no track record. This is different from giving the same approval to a school district, which has the capability of serving 400,000 meals, and is serving 97,000 meals.

Mrs. **White.** The point you raise is a good one. In response to this, the school districts that are in the program, I would like to say that when the school districts are involved in the summer feeding program, the program is essentially problem free. They do an excellent job.

Mr. **Miller.** So when you work down from the school district, you have to put in a series of checks. I believe when you are dealing with people who have no track record, or have a single year of experience, your attitude, and your willingness to let them expand rapidly has got to change.

It appears to me that there are different levels of groups in terms of competence, and they have to be treated differently.

Mrs. **White.** I think that you are raising a good question, and perhaps I would like to give a little more information that I had not intended to use in this testimony. I would like to explain my own personal feelings in this, apart from the Department.

I think you possibly know that I have been involved with the Department only 3 weeks. One problem that I personally see is this. We had a real commitment to feed needy children. This is undeniable. It is there. More than anything in this world, we want to see this program work, and we want to see children fed.

I personally have a hard time, when a sponsor comes in with no track record but with a real desire to serve children, and says: "We think we can do it. Will you help us." My point is, how do you say no to a sponsor because they have not had the experience.

They have a lot of volunteer help, they tell us. They are willing to go to school and to training classes and learn. They are in areas that are ghetto areas where kids really need help.

How do we sit there, the bureaucracy, and say: "No way, guys, you don't have the right to do this, unless you have previous experience." I don't think that this is right for the children or for the sponsors, or the intent of the program which the Congress is providing.

So I am simply saying that this is not an easy judgment to make. I frankly don't know the answer to this. But I am concerned that our program is going to be threatened because of the burst of publicity, if we don't deal openly with the problem. That would be my only way to answer the question. I don't know the answer, but I am sure that we are going to have to find one.

Mr. **Miller.** I am not suggesting such stringent limitations in the program. What I am suggesting is that you have to control the rate at which they expand. You have to have some checks on them. You have to persuade people in the program to monitor it.

Mrs. **White.** What makes it so extremely difficult with some sponsors is that they are out of State. We have some out-of-State agencies. We have some out-of-State vendors. We have some out-of-State brokers providing the summer food service program for children.

In a highly compacted program like this, where we only operate for a few weeks, it is very difficult to get an audit trail on a sponsor and come up with the right answers.

Mr. **Miller.** I don't want to monopolize the time of the committee. I wonder if Mr. Buchanan has any questions.

Mr. Buchanan. Let me ask, at this point, then I will yield back. Mrs. White, do you feel that under the law, you have the authority to say "no" to sponsors who may meet the definition of being a service institution?

As I read the law, we say,

> The term institution means nonresidential public or private or nonprofit institutions, summer camps, or summer programs providing food service which are available to the children under the school lunch or the school breakfast program, the Child Nutrition Act of 1946, during the school year.

It says:

> Any eligible institution shall receive the summer food program upon its request.

Then we expand it so that they do not have to have organized recreation activities, but they can exist for purely food services alone.

Under these circumstances, have we written the law so broadly that it makes it complicated or impossible for you to say "no" to a sponsor?

Mrs. White. In my opinion, it does.

Mr. Buchanan. I share the basic philosophy expressed by the gentleman from California. We heard testimony from the city of Baltimore where the city itself was the sponsor, and they had an excellent program going where that local government had capability to thoroughly check sites in advance, and to monitor.

There were many groups involved, but with that city government involved in and controlling the program, it seemed to work rather well. There have to be entities like that which are reliable with certainty. Whoever else might be involved in the program, they might provide some assistance to you in making certain that things were running in an efficient way. There would be no question of dishonesty or mismanagement.

Do you feel that there may be some action we should take to make it more easily possible for you to delineate.

Mrs. White. I think that there could be some change in the law. I am hesitant this morning to tell you exactly what that change should be. I really feel that we must study that carefully early on, and come up with some suggestions for you on that.

I think that there needs to be some statutory change in that area.

Mr. Buchanan. Thank you.

I will yield back to the gentleman from California.

Mr. Miller. If I may pursue a couple of points. Certainly, if the other witnesses want to add anything, or disagree with statements that are made, please feel free to do so.

Why is it that the sponsorship—the approval of sponsorship comes so late in the game in the summer feeding program? I know that the Congress was very late with the legislation, but——

Mrs. White. First of all, you asked about the sponsor, and I will answer that. But I would like for you to know a little bit of the problem that we have had with scheduling, which was confirmed by other witnesses who are representing the sponsors.

The regulations this year were first printed in the Federal Register on March 5. However, our office actually received those regulations in printed form from the USDA on April 20.

Our first letter of credit reflecting the advanced funding for the program was received on June 22.

Chairman **Perkins**. Let me interrupt my colleague from California.

This, in my judgment, is just irresponsibility on the part of the Department of Agriculture in getting out the regulations at such a late date that no one can get their house in order before the first of June.

It is my hope that the Department will do a much better job this year, and get those regulations out by January 1 for the next year's program.

I just wanted to say, at this point, Mr. Miller, I think it is a dereliction on the part of the Department of Agriculture to put the regulations out at such a late hour.

Mr. **Miller**. What is the significance between the lag time that they were public in the Federal Register and the time that they got to your office?

Mrs. **White**. We received the Federal Register, so we had the regulations as soon as we received the Federal Register.

Mr. **Miller**. What is the significance between those two dates?

Mrs. **White**. The significance, I would feel, is that we usually wait until we actually receive from USDA their release to the State agencies of the regulations themselves. That is our official word from them that the regulations are released.

Mr. **Miller**. I don't want to hold you responsible for the Department, because I know that you have only been there for a very short time. But if your agency is feeding children in the summer feeding program, and the regulations are published in the Federal Register, that is good enough for all the courts in the land.

It seems to me that you would take a xerox, and go to work.

Mrs. **White**. I am not saying that this will not be done in the future.

Chairman **Perkins**. Let me ask you, Mr. Miller, if you would yield for one further question.

When were those regulations published in the Federal Register?

Mrs. **White**. March 5.

Mr. **Miller**. I agree with the chairman that this is too late in terms of getting them out. I am still having problems after reading the press accounts and Dr. Riles' statement. I did not know exactly what the problem was, and I still am having a problem defining the problem that is posed to the States in checking these sponsors.

Precisely what is the workload, and how much of your administrative money have you expended in this effort, in the predetermination stage?

Again I go to some kind of categorization. The Los Angeles School District does not have to be the first priority in predetermination, or checking of sites, quality of sponsorship, food, and everything else. There you have a track record.

So, you have to move down the road aways and start getting to some of the private agencies that have no experience and may not have been around very long. There has to be some concern with not only feeding the children, but what is happening to the public money.

What is the size of that task? How many sponsors are we talking about, dealing with, in the month of April, May, and June?

Mrs. **White**. I did check the application date of most sponsors. Some of them came in, maybe, in May, but most of them came late in June.

Another thing that happens is that not all sponsors operate for the same length of time, or the same calendarized period. For instance, the camps for the migrant workers are just starting their summer food service program. This is the month of August, and they are just getting started. So they don't all follow the same length of time or the same calendarized period.

Ms. **Katayama.** I would like to make a comment on that. The only reason that they are now starting is because they did not hear about it until the middle of June. They did not hear about the program. So their organization has taken them that long to get going.

Ms. **Zwenig.** The reason applications did not start coming until June is because they were not available until May 8 and this is because two separate shiploads or planeloads or trainloads or applications from USDA were destroyed somewhere en route between Washington, D.C., and San Francisco or Sacremento.

Applications were not available to the State department of education until the beginning of May and they sat around in the State department of education's office for 2 weeks before they were available to potential sponsors.

Mr. **Miller.** Let me ask you. Is there any reason to believe that the program will operate differently in the State of California next summer as opposed to this summer?

Mrs. **White.** I am sorry, I did not hear your question.

Mr. **Miller.** Will the summer feeding program operate in a different manner next summer than it did this summer?

Mr. **Redoglia.** I would like to respond to this question as a sponsoring agency. It would certainly be my strong recommendation that, one, we have the program, and, two, that it will operate differently.

Mr. **Miller.** Is it reasonable for this committee to believe that when the summer feeding program ends in September, some section, some part of the department, will be working on next summer's feeding program, and looking at sponsors and trying to get a predetermination made.

Mrs. **White.** In terms of next summer, I can tell you that we have already started working now on next summer's program. I would also like to point out that to do this successfully, we will have to have the support and cooperation of USDA. We may need some statutory change. We fully intend to be working with our sponsors and their representatives, such as our two witnesses this morning.

We see this as being a necessity for a team effort. The department of education will certainly be working in this way. But I must stress the fact that this is something that we cannot do alone. It is going to require the involvement of the Federal Government, both the Congress and the USDA, as well as our sponsoring agencies.

I am very hopeful that as a result of these hearings, we will be able to make some of these very positive changes that will help everybody.

Mr. **Miller.** May I ask you this, when Dr. Riles made his public statement, which you have attached to your statement, what was the anticipated estimated loss that could occur in the program?

Mrs. **White.** I cannot react to that because the program is not over. Our program would be midway through, and this is not a figure that I could give you. Hopefully there will not be any loss.

Mr. Miller. Have any of the sponsors folded up and run away in the night?

Mrs. White. The problem that I see could be that although the reality of the problem as it is emerging this very day as the claims for the month of July are being processed, the problem that I am seeing is that many sponsors well intending may not be able to adequately substantiate claims with their audit trails. I am really concerned about this from the sponsor's standpoint. I mean that this could be a very serious problem for them. We are doing everything we can to help them with the recordkeeping. This is really a problem that I see emerging.

Mr. Miller. Do the other witnesses have anything that they would like to add?

Ms. Katayama. I would like to say one thing. I attended all three workshops in San Francisco that were held by SDE and there was one workshop devoted to recordkeeping. However there were certain forms that were not in the USDA booklet which was used for the training sessions.

There were certain forms for the sponsoring agencies to keep, that they need for these audits, and they were not in those USDA booklets. Later USDA put out a booklet that I saw, a management booklet that was good. But that came after the workshops, and it was not used in the workshops.

I think a lot of people were not aware of the types of forms they were supposed to be using. They were not all in those booklets. They did not see examples of all the forms they should have been using.

They were kind of told "keep track of these things," but it was not exactly explained clearly enough, not even for myself, and I was acquainted with the program.

Mr. Miller. It would not be the contention of any of the witnesses here that private agencies should not be allowed to participate?

Mrs. White. No. That is not the intention.

Ms. Zwenig. With respect to that, I believe that it was last Wednesday when Ms. Katayama and I visited four summer feeding sites in San Francisco. Three of those were catered to by the school district in San Francisco, and one was a private group. The food smelled better, and looked better in the private group than it did where it was catered to by the school district. The food furnished by the school district was perfectly adequate, and the kids were eating it. But the food that was prepared and eaten by the kids at the private site looked much more appetizing. If I had had a choice, I would have eaten at the private site.

To respond to a question that was raised by Mr. Buchanan. I don't think anyone here is advocating that the program be wholly given over to large entities. Sometimes the question of control and accountability is easier to deal with in the case of a smaller group that can track its reimbursements much better.

Mr. Buchanan. I did not have in mind proposing that the entire program be turned over to large entities. I was asking whether there were not responsible entities such as school systems. In this case, I did mention the city of Baltimore because we had testimony of a program in which many small groups participate, many private groups participate, but in which the city assumes responsibility for site inspection of all sites, continuing supervision of all programs.

So far as the State of Maryland is concerned, the city of Baltimore bears responsibility to make sure that what is happening in Baltimore is happening right. But in that program there is use made of many different kinds of groups, and there is participation by many private, church, and other groups as well.

Indeed, I don't think that the city runs any of the individual programs. It acts only to help fill a gap that seems to be missing in the State of New York, and may be missing in the State of California.

Ms. **Katayama**. I would like to comment on Mr. Miller's question of whether we are advocating, or whether anybody here does not want private agencies sponsoring programs.

One agency in San Francisco, which is in its third year of summer feeding program, which is called the Chinatown Coalition, has this year five sites throughout Chinatown. They have always had Chinese food, and the kids eat it up.

It is just one beautiful example of how a private agency runs and continues to run. I might add that to get that program going, actually CEDIC helped to set up the program, and it has run, and ever since then they have not had any problems.

It is an example that if someone can get down there before the program starts, and set up the proper guidelines, work with them more closely in some way, it can happen. It has been a very successful program.

Mr. **Miller**. Go ahead, Mr. Buchanan.

Mr. **Buchanan**. Let me try to get this narrowed down. Let me preface this by saying that in my own congressional district, people in a neighborhood started a summer feeding program, a program in a low-income housing area.

It was started by people in the community who had no organization, much like the groups that you may represent, as a matter of fact, who became concerned about the conditions of some of their elderly neighbors.

They started a program with their own meager resources. They solicited some church help. Then, out of that beginning, we instituted a feed program that has just been excellent in that area.

So please understand that I have no prejudice against that kind of an operation. Indeed, that must be part of the answer. But there has to be accountability on somebody's part in which to delineate between that kind of a situation, and the kind of situation where, perhaps, an unscrupulous food vendor operates rather widely, or where a group that does not have competence end up, without any malice at all, creating problems for the whole program.

What I want to know is, do you have within the capability of your State, Mrs. White, the ability to visit all sites in advance, to screen sites, generally, rather than on a spot check basis?

Mrs. **White**. I will answer that in two parts. This summer we have not had the capability. Had we known that our program was going to increase 100 percent, we had 100-percent growth here, which mushroomed up in a matter of a few weeks. We knew that there was going to be growth, but we did not know exactly the number of sites, and the number of sponsors.

The thing that we have done within the last 2 weeks is to send a telegram to all sponsors saying that before any more new sites could be approved, we would make an onsite visit with them to determine its adequacy and eligibility, and to give them written approval to start feeding at that site, so that it could legitimately be funded through the program.

We have initiated that control, and it is working much better.

The second thing that we have done administratively was this: Through another series of telegrams, within the last 2 weeks, we have informed all sponsors that when a site visit is made by our staff, and I might say that we invite sponsors to do with us so that we can share this experience of review together, if we find that a site is having major problems with compliance, we issue what is called a not in compliance notice, which is given to the sponsor.

Then we tell them that we will give them a minimum of 3 days, possibly a little longer, to take care of that problem which we consider to be a major violation. It may be accounting, sanitation, or some of those things.

Then, we go back again and review. If, at that time, there is still major noncompliance, then we would feel that those children should be fed at some other site, and that because of ineligibility that site could not be funded.

We did that very reluctantly because we were afraid it might make it impossible for some children to be fed. When that is done, we work with the sponsor to be sure that those children are channeled into other sites and not being denied food.

Mr. BUCHANAN. You indicated that you attempt at present to screen sponsors. How much advance screening can you do? How much continuing monitoring to be sure that the sponsors are doing the job can you do?

Mrs. WHITE. The criteria for reliability or capability is something that we feel we must talk about more. As I understand the regulations, this is the main thing that determines the sponsor's eligibility to participate in the program.

We do not want to make your criteria so rigid that many good sponsors are eliminated, but you do want to make them sufficiently tight to weed out those who are not responsible, and to make it possible for those who are eligible to stay in. So this is something that is going to require a lot of thought, but this is something that will have to be done.

Mr. BUCHANAN. I want to join my colleagues in thanking all the witnesses for the contributions. Like other members of the subcommittee, I think we need this program. The Congress will continue to try to meet the nutritional needs of all low-income children throughout the year, and throughout the country. It is a very important thing to do.

I am sure that we need the help of everybody who is willing to help, small groups, private groups as well as public entities. But there have to ways. USDA will have to change, I truly believe that. Your recommendations are well taken along that line.

Surely there must be a way that we can lay hold of the help of everyone who is willing to help, and is concerned at the same time to have the controls that are necessary so that we don't have waste or in some cases even fraud, such as we have in New York City.

Thank you, Mr. Chairman.

Chairman **Perkins**. Mr. Miller, any further questions?

Mr. **Miller**. No, Mr. Chairman. I want to thank the witnesses. I am still disturbed as to exactly what the magnitude of the problem is that we have here. Maybe we will not know that until the final accounting.

I am also disturbed that I see what appears to be the total lack of a system here for the proliferation of this program over a short period of time. I don't think that you can find fault between USDA and the State Department. I think they both have their problems. I am worried that somebody smelled smoke, and decided that they were going to yell fire before the other guy did.

I am concerned about that. As it was reported in the press, it is not quite clear to the people who called me about it, or brought this to my attention, exactly who we were giving the money to. It gave the impression that somehow the State was throwing the money out in the street. It does not appear to be the case, given the problems cited in the Riles release, and stated in the testimony today.

I think that the appearance was given that you had a bunch of shysters running the program. But you have some people who are well intentioned, but have some very serious deficiencies because of the lack of experience, for the most part; unless the testimony is other than that.

So, I am a little disturbed because I see some flaws in the program that are of a very serious nature, but I don't quite see the fire here. Maybe I am dense or something.

When I see the problem between the 100 and the 156 sponsors this year; I don't understand why it was not within the ability of the Department to deal with it, assuming that some of those people had track records and could be trusted for whatever purposes.

So I am just a little bit amazed, and we will have to wait and see how the story unfolds. I would hate to see the people who read the original stories, the stories in the press that I saw, assume that the program is intrinsically corrupt, or so lax in administration that money is going to switch your operators. Unless this is the case, and nobody wants to talk about it. I don't know.

I want to thank you again for coming.

Thank you, Mr. Chairman, for the opportunity to have the subcommittee convene for this purpose.

Chairman **Perkins**. Let me thank all of you witnesses for your appearance here today. I personally feel that you have been helpful to the committee. It may be, and I don't want to state that we will be able to, but I want to discuss the situation, since this is the largest State in the Union, with Congressman Quie. It may be that we will be able to send some committee staff out there to visit several of these sites before we conduct the hearing out there.

At any rate we are going to have the hearings, but what troubles me is that the summer feeding program may be over, Mr. Miller, before we get out there ourselves.

That is the reason that I say it might be beneficial to send some staff out there to look at some of these things that are operated by the school system and some that are privately operated, and get a general consensus of the efficiency of the summer feeding program out there.

You have been very helpful to the committee. I have listened very closely and I feel that Congressman Miller and Congressman Buchanan have taken care of the questioning to the extent that it is not necessary for me to prolong this hearing.

I do have some reservations in my mind, like Mr. Miller. I think that you will be able to shed much light on these reservations when we get out there.

Thank you for coming. We hope to see you in the future.

The committee is adjourned.

[Whereupon, at 10:45 a.m., the subcommittee adjourned to reconvene at the call of the Chair.]

[Material submitted for inclusion in the record follows:]

PRESS STATEMENT OF WILSON RILES, SUPERINTENDENT OF PUBLIC INSTRUCTION, CALIFORNIA

Thank you for coming. I want to share with you some very serious problems regarding a summer food service program for poor children. The intent of the program is praiseworthy, but under the present federal regulations, I see the potential for a multi-million dollar disaster. I'm talking about the Summer Food Service Program, sponsored by the U.S. Department of Agriculture, which the State Department of Education administers.

We in the Department are doing everything we can to prevent the loss of taxpayer dollars and waste of food, but because of loopholes in federal regulations big enough to drive a school bus through, our hands are virtually tied.

Let me give you some background on the magnitude of the program here in California before I go any further.

Right now, there are 156 local sponsoring agencies for the program throughout the state. Some of the agencies are public, but most are private. It is among the latter that we are uncovering the major problems. There are more than 2,500 feeding sites statewide. More than 1,300 of those sites are in Los Angeles County alone. We estimate the total cost for the program this year in California will exceed $14 million. Most of this money will be spent within a period of three months.

The federal regulations under which the Department of Education must administer this massive program are not sufficiently tight to enable us to prevent abuse.

Let me give you a few examples of why the federal regulations are not sufficiently tight to make sure that children are being fed and taxpayers' dollars are not being wasted.

(1) Under present federal procedure, advance payments are made to local sponsors on the basis of the sponsor's estimate of the number of meals to be served. It is difficult, if not impossible, for the Department of Education to predetermine the validity of these estimates.

(2) Federal regulations do not require that local sponsors be bonded. Therefore, if a local program folds up in the middle of the summer for one reason or another, there may be no recourse for the food vendors, or the Department of Education, to recover money or goods already advanced.

(3) We have found that many local sponsors and their personnel lack the experience to adequately operate large food service programs—but under present federal regulations, the Department of Education is not given the time nor the resources to do an adequate job of evaluating these sponsors before they begin operation. In addition, several sponsors can use the same site, making it virtually impossible to determine which meals went to which children, and which agency served the meals.

Let me give you just two examples of what we have uncovered so far. I'm afraid there may be many others that we haven't been able to uncover yet because of inadequate federal regulations.

Our staff people have visited purported feeding sites only to discover fictitious addresses, or no evidence that children were ever there, let alone being fed.

Some sponsors are grossly over-ordering meals, and the result has been a tremendous wastage of food. In a few cases not enough food was ordered and the result was hungry children not being fed. At some sites, food quality was poor, or the servings were below specified quantities. We are also finding many sites with inadequate records to verify claims for reimbursement.

We are taking action insofar as possible to curb the potential for abuse. Local sponsors are being notified that no new feeding sites will be approved without prior inspection by a representative of the State Department of Education. We are reviewing as many of the existing sites and sponsors as possible, and are doing everything we can to help sponsors bring their programs into compliance.

I have asked my staff to draw up specific recommendations for improvement of regulations which we will forward to the U.S. Department of Agriculture. In addition, the Department of Education will present testimony on this problem before a subcommittee of the House Education and Labor Committee during a hearing on August ninth and tenth.

Our recommendations for tighter control of the program will include a request to the Department of Agriculture to issue its regulations earlier. This year the regulations came out in March, to be implemented in June. No applications from local sponsors can be made before then. That three-month period from March to June is not sufficient to allow staff from the Department of Education to inspect sites before they begin operation, and follow up with a second visit if the site does not meet standards. Ideally, the federal officials should issue their regulations in October of the previous year.

Secondly, we will ask that federal regulations require bonding of local sponsors, so that taxpayers or vendors will have some recourse if the sponsor defaults.

We also will ask for a change in present federal regulations which force the Department of Education to make advance payments to local sponsors without adequate vertification of meals to be served. In theory, the advance payments permit local sponsors to begin operation on schedule, but there are insufficient controls to ensure that the local sponsor follows through with actual meals served to children.

So far this year, we have allocated approximately $7 million in advance payments. But frankly I cannot assure you that the eligible children in California are receiving the food we all want them to have. That situation makes me very uncomfortable, and it should make the taxpayers of California uncomfortable as well.

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

WEDNESDAY, AUGUST 25, 1976

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met at 9:35 in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Mottl, Hall, Miller, Goodling, and Jeffords.

Staff present: Beatrice Clay, staff assistant, and Charles Radcliffe, minority counsel.

Chairman **Perkins**. A quorum is present. We will start. We have a panel and we are continuing the oversight hearings on school lunches held by the Subcommittee on Elementary, Secondary, and Vocational Education. Now, we have Ms. Robin Edelman, nutritionist, Allegany County Health Department, Maryland; Charles Hughes, president of the Board of Education Employees, Local 372, New York City, American Federation of State-County Municipal Employees; and Mr. Gary Foster, district director, School Division, Council 37, New York City, American Federation of State-County Municipal Employees. Come around, all of you as a panel this morning. Lead off, Ms. Edelman. All of you come around and take seats, one on each side of her, so that we can hear all of you before we interrogate you. We are very interested in your testimony in these oversight hearings. Proceed, Ms. Edelman.

STATEMENT OF ROBIN EDELMAN, NUTRITIONIST, ALLEGANY COUNTY HEALTH DEPARTMENT

Ms. **Edelman**. Good morning.

Chairman **Perkins**. Without objection, all your prepared statements will be inserted in the record.

Ms. **Edelman**. Thank you for the opportunity to testify on a positive model for school nutrition programs. I am the nutritionist for a health department in one of Maryland's Appalachian countries. As part of my community work, I have served as consultant to teachers and administrators of both the county school health education program and the nutrition program, known better as school lunch programs.

I have participated in nutrition education workshops for teachers and educational sessions for training school cafeteria managers. I have visited most elementary schools to present nutrition information to pupils participating in a countywide health education program.

Cafeterias in the public schools of Allegany County serve breakfast, lunch, and milk to the children in grades K–12, hence the title of the program has been changed from school lunch to school nutrition.

There are 34 schools in Allegany County. All but one are equipped with cafeterias for onsite food preparation. Only one school has meals satellited to it. Very few "convenience" items are used in the food preparation. With the exception of sandwich bread, all bakery products (rolls, cookies, cakes) are prepared from scratch, onsite. All soups are homemade except tomato soup. The cooks add basic foods to enhance the nutritional value of the few convenience items that are used. For example, milk is added to the tomato soup and cheese is added to a macaroni and cheese mix.

Our comparative cost figures show that with maximum utilization of all commodities, cooking from scratch yields a more wholesome product which is comparable in cost of the same item, commercially prepared.

Participation in the school nutrition program has always been higher than the national average. For 1976 we averaged 69 percent compared to the national 57 percent. Lunch participation in some schools is over 80 percent.

Allegany County Board of Education employs 35 cafeteria managers (one for each school) and over 140 food assistant workers. There is a low turnover of food service workers. The average employment period is 10 years. Many have been with the program over 20 years. Many live in the communities where they work and know the schoolchildren well. Cafeteria managers and food assistant workers are well paid and treated with respect. The percentage benefits they receive are the same as all other board of education employees. Cafeteria managers participate in the yearly evaluation of the menu; suggestions from each are incorporated into the one final menu that every school uses.

Many cafeteria managers have arranged special classroom learning activities in cooperation with their teachers and principals. These have included kitchen tours, special meals, and tasting parties. I have attended a tasting party where I observed children devour yogurt, raw cabbage, squash, and liver with great enthusiasm.

A history teacher and cafeteria manager have planned Japanese meals for classes studying that country. Last year a teacher used nutrition information as the core to teach social studies, math, and reading to her first grade class.

Cafeteria managers supplied the necessary materials paid for by home economic instructional money. For other events, to purchase special foods, money has been donated by local fund-raising organizations to the schools in their respective communities.

Wholesome food, well accepted by children, is the key to the success of our school nutrition program. The positive feedback of high participation boosts morale in the kitchen which results in the positive attitudes of the food service workers.

One of the junior high schools with 70 percent participation usually has 700 students eating lunch. On days when freshly baked rolls are on the menu, participation jumps to 800 and the students will usually eat two rolls apiece.

In 1969 Allegany County had six satellite programs. Fiscal analysis has shown that satelliting had not reduced costs, and it had a negative effect on food acceptance resulting in reduced participation. Some teachers who have had the opportunity to compare satellite and onsite preparation have stated to me that they are convinced that children eat more with onsite preparation. They assume that smelling the food cooking in the building for a few hours before lunch is a powerful stimulant to the appetite.

It costs more to prepare food centrally and satellite preplated meals in Allegany County because there are over 400 square miles of mountainous terrain, and the costs of fuel and temperature controlled units or trucks were prohibitive. As fuel costs continue to rise, it will become equally costly and ecologically more wasteful to satellite meals in the more urban areas.

Because of the high cost of labor, it may be viewed as more expensive for our school nutrition program to continue preparing most of the food from scratch. But high levels of unemployment in Allegany County support the continuance of this method of food preparation; it is unethical to alter the school food service to reduce labor costs in a county that has had unemployment figures as high as 17 percent.

As I already have mentioned, serving wholesome food is one of the most highly valued aspects of our program. It has been a high priority throughout the program's history. In 1944, 1 year after the school lunch program became a county-wide program in Allegany County and 2 years before the President signed the National School Lunch Act, a special bulletin was circulated to all school lunchroom workers that addressed the importance of the program as an overall program to help children grow better in mind and body and spirit.

It asks such questions as, Are you sure that the meals you serve put your children at their best and are you using fresh vegetables? Are you using apple pie with lots of apples and little crust? These questions reflect the concern for nutritious, appealing food. The lunch program must do more than provide nutrients to satisfy recommended dietary allowances.

As the noted physchologist Bruno Bettelheim has said, eating and being fed are intimately connected with our deepest feelings and our ability to learn. The feeding situation should be physically, socially, and emotionally appealing. It should satiate the children's hunger for security and trust. This is the necessary preparation for effective learning.

Key people concerned about high quality nutrition and the total education of schoolchildren have been responsible for the success of the school lunch program in Allegany County. In 1930, in addition to executing classroom responsibilities, a teacher volunteered his time to establish the program.

From 1965 to 1975, a program administrator with training in nutrition and home economics was responsible for maintaining a high quality program amid challenges of rising food and labor costs. Besides her concerns about maintaining quality in school feeding, her professional training provided the skills necessary to manage an efficient program.

Many of the headaches associated with school lunch could be cured by employing well-trained managers in administration to supervise equally well-trained managers in food production. And as others have already recommended, to carry over the nutrition information into the classroom, teachers must be trained in nutrition education. Once they appreciate the merits of a good school lunch program, they will be advocates with a vested interest in the results of physical and psychological nourishment: improved classroom participation and learning.

Chairman PERKINS. What disturbs me considerably about the Department of Agriculture is my observations in their change of attitude since I have been in the Congress. When I first came here, they were most interested in every meal that they served from the standpoint of it being a nutritious meal, well-planned and balanced, and it remained in that capacity for several years.

Then it later changed. When they come before the committee they discuss the lack of nutritional training and things of that nature—25 years ago, they were writing books, pamphlets. The nutritionists in the Department of Agriculture were the best in the Nation and they were prescribing meals, nutritious meals that would be unexcelled from the standpoint of the benefit of the children.

But now, all this somehow seems to have gotten lost somewhere along the line, and we no longer have the nutritionists and we are having to start all over again and it is really a considerable concern to many of us who have sat on this committee and listened to the nutritionists that came before this committee 25 years ago from the Department of Agriculture and wonder about the lack of interest that is prevalant today contrasted with 25 years ago.

So we seem to be walking up the hill and down again so far as really nutritious feeding is concerned. That is a grave concern and something that should never have been tolerated. But nevertheless, it is before us today and I am impressed with your statement. Please continue.

Mrs. EDELMAN. I think to address that concern immediately, that one part of my statement referred briefly to the fact that we put too much emphasis on nutrients, satisfying recommended dietary allowances, and there has been a switch from the concern about wholesome food to nutrients. It is easier to satisfy nutrient requirements that are limited proteins, vitamins, minerals. The key nutrients that we have concentrated our attention on can be provided to children without providing wholesome, nutritious foods, as in the forms of fortified breakfast cakes.

The USDA is responsible for overseeing this program, but it is administered on a local level in our State and it is by concern of the local school administrators that the program can more than satisfy mimimum nutrient requirements. Shall I go on with my recommendations?

Chairman PERKINS. Go ahead with your statement. Summarize it if you can.

Mrs. EDELMAN. The following recommendations I would like to make are based on the situation in Allegany County. So that the cost of the meals does not escalate to prohibit participation in the program and so that the burden of inflation does not rest totally on the schools, there should be a ceiling established for the price of a meal to the child, above which the Federal Government would increase reimbursement to absorb costs.

Second, so much of the program's success depends upon the skills of those workers preparing the food, and since the labor costs are federally reimbursed only indirectly as wages figured into the total cost of a meal, Federal reimbursements should be increased to cover the expense of ongoing training for food service workers.

Third, Federal nonfood assistance for the purchasing of equipment should be available to all schools who demonstrate efficient food service management, but are still not meeting expenses, regardless of the number of free and reduced price meals they serve.

~~It should be~~ specified that equipment purchased with Federal nonfood assistance be that which will be used for the preparation of wholesome foods. This equipment purchased should not permit fast food operations to enter the school lunch program and should not receive Federal assistance and in that way perhaps we could keep out fortified breakfast cakes and allow for the preparation of hot cereal and nutritious juice for breakfast.

I think it also will be necessary to pass Federal laws that make it mandatory that competitive nonnutritious foods are not allowed in vending machines located on school property even if they are designed for teachers only.

It is difficult to monitor these machines and it is a confusing double message to the pupils that what is not good for them is OK for their teachers, and since we hear a lot about how nutrition education programs in schools should make better use of the school lunch program, I think we should work toward establishing pilot projects that we can use as positive models and I see the Federal Government as providing this incentive in making it feasible to use the cafeterias as learning laboratories for basic nutrition, meal planning, food preparation, and storage.

So these are my recommendations summarized and I will entertain any question that you have about the content of my statement.

Chairman PERKINS. All right, thank you.

[The prepared statement follows:]

PREPARED STATEMENT OF ROBIN EDELMAN, NUTRITIONIST, ALLEGANY COUNTY HEALTH DEPARTMENT, CUMBERLAND, MD.

A POSITIVE MODEL FOR SCHOOL NUTRITION PROGRAMS

I am the nutritionist for a health department in one of Maryland's Appalachian counties. As part of my community work I have served as a consultant to teachers and administrators of both the county School Health Education Program and the School Nutrition Program (known better as the School Lunch Program). I have participated in nutrition education workshops for teachers and educational sessions for training school cafeteria managers. I have visited most elementary schools to present nutrition information to pupils participating in the county Health Education Program.

Cafeterias in the public schools of Allegany County serve breakfast, lunch and milk to the children in grades K-12, hence the title of the program has been changed from School Lunch to School Nutrition. In addition, some cafeterias prepare lunch for the preschoolers in the Child Development Program and the senior citizens in the Title VII Nutrition Program. Altogether it is a $1.8 million food service operation.

There are 34 schools in Allegany County. All but one are equipped with cafeterias for food preparation on site. Only one school has meals satellited to it.

Very few "convenience" items are used in the food preparation. With the exception of sandwich bread, all bakery products (rolls, cookies, cakes) are prepared from scratch, on site. All soups are homemade except tomato soup. When convenience items are used, the cooks add basic foods to enhance the nutritional value. For example, milk is added to the tomato soup, and cheese is added to a macaroni and cheese mix. Comparative cost figures show that with maximum utilization of all commodities, cooking from scratch yields a more wholesome product which is comparable in cost to the same items, commercially prepared.

Participation in the School Nutrition Program has always been higher than the national average. For 1976, we averaged 69%. Lunch participation in some schools is over 80%. Participation tends to be higher in the schools that have more children eligible for free and reduced price meals, so there are statistics indicating that the program reaches those children who need it most.

Allegany County Board of Education employs 35 cafeteria managers (one for each school) and over 140 food assistant workers. There is a low turnover of staff. The average employment period is 10 years, and many have been with the program over 20 years. Many live in the communities where they work and know the school children well. Cafeteria managers and food assistant workers are well paid and treated with respect. The percentage benefits they receive are the same as all other Board of Education employees. Cafeteria managers participate in the yearly evaluation of the menu; suggestions from each are incorporated into the one final menu that every school uses. Many cafeteria managers have arranged special classroom learning activities in cooperation with their teachers and principals. These have included kitchen tours, special means and tasting parties. I have attended testing parties where I observed children devour yogurt, raw cabbage, squash and liver with great enthusiasm. A history teacher and cafeteria manager have planned Japanese meals for classes studying that country. Last year a teacher used nutrition information as the core to teach social studies, math and reading to her first grade class. Cafeteria managers helped in supplying the necessary materials.

Wholesome food, well accepted by the children, is the key to the success of our program. The positive feedback of high participation boosts morale in the kitchen which results in the positive attitudes of the food service workers. One of the junior high schools with 70% participation usually has 700 students eating lunch. On days when freshly baked rolls are on the menu, participation jumps to 800 and the students will usually eat two rolls apiece. Other popular foods which boost participation include ovenbaked chicken and homemade pizza (made with cheese and ground beef to satisfy the protein requirement).

In 1969, Allegany County had six satellite programs. Fiscal analysis has shown that satelliting had not reduced costs, and it had a negative effect on food acceptance resulting in reduced participation. Some teachers who have had the opportunity to compare satellite meals with on site preparation, have stated to me that they are convinced the children eat more with on site food preparation. They asume that smellingthe food cooking in the building for a few hours before lunch is a powerful stimulant to the appetite.

Because of the high cost of labor, it may be viewed as more expensive for our nutrition program to continue preparing most of the food from scratch. But high levels of unemployment in Allegany County support the continuance of this method of food preparation; it is unethical to alter the school food service to reduce labor costs in a county that has had unemployment figures as high as 17%.

As I've already mentioned, serving wholesome food is one of the most highly valued aspects of our program. It has been a high priority throughout the program's history. In 1944, one year after the School Lunch Program became a county-wide program in Allegany County and two years before the President signed the National School Lunch Act, a special bulletin was circulated to all school lunchroom workers. It described the lunch program as ". . . an over-all program to help children grow better in mind and body and spirit". It asked if cafeteria managers were including fresh carrots to be eaten raw and tender cabbage wedges; it asked if apples were being used for dessert in pies with lots of apples and very little crust. It suggested that sandwiches should not be served if a main hot dish would be better for the child. This bulletin reflected the concern for nutritious, appealing food. It is important that the lunch program do more than merely provide nutrients to satisfy dietary requirements.

As the noted psychologist Bruno Bettelheim has said, eating and being fed are intimately connected with our deepest feelings and our ability to learn. The feeding situation should be physically, socially and emotionally appealing. It should satiate the child's hunger for security and trust. This is the necessary preparation for effective learning.

Key people concerned about high quality nutrition and the total education of school children have been responsible for the success of the School Lunch Program in Allegany County. In the 1930's, in addition to executing classroom responsibilities, a teacher volunteered his time to establish and organize the program. From 1965–1975, a program administrator with training in nutrition and home economics was responsible for maintaining high quality amidst the challenges of rising food and labor costs. Because of her professional training, she was able to manage the program efficiently. Many of the headaches associated with school lunch could be cured by employing well trained managers in administration to supervise equally well trained managers in food production. And, as others have already recommended, to carry over the nutrition information into the classroom, teachers must be trained in nutrition education. Once they appreciate the merits of a good school feeding program, they will be advocates with a vested interest in the results of physical and psychological nourishment. These results include improved classroom participation.

Based on the situation in Allegany County, I would like to make these additional recommendations for consideration by this subcommittee:

1. So that the cost of the meals does not escalate to prohibit participation in the program and so that the burden of inflation does not rest totally on the schools, there should be a ceiling established for the price of a meal to the child, above which the federal government would increase reimbursement to absorb costs.

2. So much of the program's success depends upon the skills of those workers preparing the food. Between 1965 and 1975 our food costs rose 70% while labor costs rose 126%. Presently the labor costs are federally reimbursed only indirectly as wages figured into the total cost of a meal. It would be necessary to increase federal reimbursement to cover the expense of ongoing training for food service workers. This expense should be shared with the local community, but increased federal reimbursement would provide incentive and make it economically feasible to have paid training in basic nutrition and food preparation. To assure high quality work performance, competencies in food handling should be established, training programs should be directed towards the participants' achievement of standard skills that would be required for employment in the school food service.

3. Presently federal non-food assistance for the purchase of cafeteria equipment only goes to schools that are not meeting expenses and have 25% of the total enrollment receiving free or reduced meals. This legislation is renewed yearly. To encourage schools to plan for better equipped kitchens, I recommend that the non-food assistance become permanent legislation, and also that it is open to all schools that show evidence of efficient food service management but still cannot meet expenses, regardless of the number of free and reduced meals served. It should be specified that equipment purchased with federal non-food assistance be that which will be used for the preparation of a variety of wholesome foods. Equipment purchases that encourage fast food operations to enter the school feeding program should not receive federal assistance.

4. Federal laws should be passed making it mandatory that competitive non-nutritious foods are not allowed in vending machines located on school property even if they are designated for teachers only. It is difficult to monitor purchases from these machines and it is a confusing double message to the pupils that they can't eat certain foods, but their teachers can.

5. We hear a lot about *how* nutrition programs in schools should make better use of school feeding programs. On a pilot basis, the federal government should encourage the use of school cafeterias as learning laboratories for basic nutrition, meal planning and food preparation. In addition to these nutrition educational opportunities, the cafeterias could provide learning experiences for pupils in bookkeeping, mathematics and sanitation. We need federal support to have more positive working models for this expanded use of school feeding programs.

Chairman PERKINS. The next witness is Mr. Charles Hughes, president of the Board of Education Employees, Local 372. You go ahead, Mr. Hughes.

STATEMENT OF CHARLES HUGHES, PRESIDENT, LOCAL 372, DISTRICT COUNCIL 37, AFSCME

Mr. HUGHES. Mr. Chairman, members of the House Subcommittee on Elementary, Secondary, and Vocational Education, my name is Charles Hughes and I am president of the New York City Board of Education Employees, Local 372. Like Mr. Foster, who is next to speak to you, I welcome this opportunity to meet with you today on behalf of the 18,000 men and women I represent, many of whom are school lunch workers, school aides and loaders and handlers, who are your last line of defense in terms of assuring the smooth, efficient, effective operations of the programs and regulations provided as a consequence of the National School Lunch and Child Nutrition Acts.

My motives are not purely altruistic, for I am the father of two school-age children who, like the children of my members, attend schools in New York City. I am particularly interested in seeing that my children and the children of my members, as well as all of the 1,100,000 children attending schools in New York City receive healthy, nutritious, appetizing meals so that they might fully derive the benefits of a public and/or parochial education.

Today, I would like to exchange ideas with you regarding several questions for which I feel an immediate need for answers. The first is whether or not the service of school lunch and school breakfast should be mandated throughout this country. I will suggest that they should be.

The second is whether or not the USDA should promulgate more stringent regulations controlling the quality of the food to be distributed. I will again suggest in the affirmative.

As a point of information, the enrollment in New York City public schools is approximately 1 million with about 900,000 pupils in attendance daily. By the end of this school year, 550,000 to 600,000 students were served lunch with less than 100,000 receiving breakfast.

Ninety percent of the students who were served lunch received free lunches, while all of those children who were served breakfast received free breakfast. Even then, only about 13 percent of all children eligible for free breakfast received them.

While percentagewise the batting average in terms of participation rates in the school lunch program in New York City is somewhat better, more than 300,000 children who were eligible for reduced price lunches either paid the full price for a meal or were not serviced at all.

We can find a number of explanations for these statistics. But do we want to justify them? Since 1946, times have changed markedly. When the National School Lunch Act was penned by Congress, among its stated purposes was the provision of nutritious meals to every child in the country, which you just comment abou. Have times changed to the point where this is no longer so? I think not.

You, Mr. Chairman, and the members of your committee, have expressed through statement and legislation, your full awareness of the need for, and benefits to be derived from, adequate nutrition and school feeding programs.

In 1966, Congress took yet another step toward alleviating hunger in the United States, by formulating the school breakfast program.

It did, however, take a measured step. The lawmakers at that time made it clear that the program was a pilot and not a permanent one. They wanted to be able to fully evaluate cost, benefits, and administrative difficulties before making a commitment of long-term funding for the program.

By 1968, when Congress reconsidered the authorization, a number of schools and States had gained experience with the pilot school breakfast program. Their attitudes were positive and their recommendations positive, based on the enthusiastic endorsement of the several States. Congress then appeared to remove the breakfast program from its pilot status. But it did not provide for permanency.

In August 1971, the USDA proposed new regulations that would severely restrict the availability of section 32 funds for use in both the school lunch and breakfast programs. Later in August of that same year, the USDA sought to prevent new schools from entering the breakfast program by ordering States to freeze participation at April 1971 levels. I feel that at the time these actions accurately reflected the level of commitment on the part of USDA to school feeding programs.

It follows quite naturally then, that as the Children's Service Monitoring Committee reports, the major explanation for the gross underutilization of the funds available for breakfast and lunch for New York City children, is that school administrators do not regard the provision of food as part of their responsibility, and are therefore not committed to solving the problems involved in instituting such service.

Congress in Public Law 94–105 establishes permanent provision for the school breakfast program and mandates the service of the reduced price lunch option in all those schools in NSL subsidy. Further, the Governor of New York, in July 1976 signed into law a bill which mandates the service by September 1977 of breakfast in all schools participating in NSL program. These are very forward-looking actions, and the Congress of the United States and the State Assembly of New York are to be congratulated.

Still, many New York officials are very much opposed to starting breakfast programs and to fully implementing all the price options in their lunch service because feeding children does not to them seem to be a legitimate part of "education."

Some feel it to be the role of the parent to provide a nourishing breakfast and lunch for their children, disregarding the fact that many children of the nonpoor as well as the poor, because of eating habits and/or poverty, start the day without breakfast and eat little or no lunch.

If the school breakfast and lunch programs are to work in this country as a whole, and in New York City in particular, there must be a widespread commitment to the provision of such services in the schools.

I would just like to go down further, Chairman Perkins, based on your recommendation and summarize and put out some of the concerns that I have, and that is, whereas a fully cooking, onsite cafeteria kitchen is almost universally conceded to be the most desirable of the system, a good cook can do little with inferior meat and produce. Heretofore, the USDA and the General Accounting Office have maintained less than stringent control over those foodstuffs being distributed to schools.

In New York City, the preplated service has proven the most abhorrent and the least stringently controlled. Every day during the school year, in public and private schools throughout New York City, food service personnel prepare to serve thousands upon thousands of frozen lunches to schoolchildren—170,000 of these lunches were served every day last year. These meals are frozen, precooked, preplated contrivances composed of frequently soggy meat portions, tasteless vegetables, and pastelike gravies.

As a consequence, hundreds of children throw their lunches away without eating any part of them, while many more eat only the dessert before disposing of these meals.

The cost of such waste is unacceptable—in terms of children who cannot or will not eat these unappetizing meals, losing the nutritional fuel they need during the school day—and in terms of the accompanying economic waste.

For the school year 1974–75, nearly $10 million worth of preplate contracts were awarded to three vendors servicing the New York Board of Education's Bureau of School Lunches. For school year 1975–76, the volume of preplate service increased, while the number of vendors decreased to two.

Yet so lax are the contractual controls over these two vendors that each has continued to send food shipments contaminated with high levels of unacceptable bacteria—one shipment of a fish meal registered a staph bacillus count of 1,200, 12 times the maximum acceptable level.

Mr. Chairman, these conditions must not be allowed to persist. We recommend that the USDA promulgate in its regulations rigid standards and provisions to be met by all companies and corporations supplying goods to school food service systems regardless of the type of system.

In addition, we suggest that those discretionary moneys provided to the Secretary of Agriculture for the purpose of training be fully utilized to train school food service personnel as to the proper, most ethical ways of handling and preparing food. We further recommend that these training and study moneys be used to educate administrators, principals, and teachers, as to the need for making the school lunch and breakfast programs important integrals of the education system.

Mr. Chairman, members of the committee, on behalf of the children and my members, I call upon you in your wisdom to do that which you can to improve the operations of these two most worthwhile programs. I assure you that my members and I will assist you in any way possible.

I would like to take this opportunity to thank you for the opportunity of appearing before your committee this morning.

Chairman PERKINS. Thank you for making a good statement.

Now we will hear from Mr. Foster.

STATEMENT OF GARY H. FOSTER, DIRECTOR OF SCHOOLS DIVISION, DISTRICT COUNCIL 37, AFSCME

Mr. FOSTER. I am Gary H. Foster, director, Schools Division, District Council 37, AFSCME.

Chairman PERKINS. Without objection, your prepared statement will be inserted in the record. Summarize if you care.

Mr. FOSTER. I am the representative of the American Federation of State, County, and Municipal Employees, District Council 37 of AFSCME, on behalf of the 110,000 members represented by AFSCME in New York City and most particularly on behalf of the 18,000 members represented by the New York City Board of Education Employees, Local 237.

I welcome the opportunity to meet with you today to discuss the programs operating within the statutory constraints of the National School Lunch and Child Nutrition Act of 1966, amendments of 1975.

Any proper discussion as to the effective implementation of this legislation must first address itself to the intents and purposes for which the legislation was originally written. Section 2 of the National School Lunch Act declares it to be the policy of Congress, as the measure of national security, to safeguard the health and well being of the Nation's children and to encourage domestic consumption of nutritious agricultural commodities and other food, by assisting the States in providing an adequate supply of food and other facilities for the establishment, maintenance, operation, and expansion of nonprofit school lunch programs.

The declaration of purpose stated in section 2 of the Child Nutrition Act of 1966 extended, expanded, and strengthened the commitment of Congress to meet more effectively the nutritional needs of our children.

It is clear then that the legislation was originally written to satisfy two purposes—two purposes which, though not of necessity mutually exclusive, may, because of circumstances, not always be mutually compatible. School feeding programs were designed to provide an outlet for farm surpluses and to aid schools in providing nutritious low cost meals to all of the students.

A myriad of circumstances at home and abroad have contributed to a diminution in the volume of agricultural surplus available for distribution to schools. Thus the necessity for the legislation in terms of commodity distribution has been lessened a great deal. This same set of circumstances has, however, exacerbated the need for more effective, efficient national school lunch programs.

These same circumstances dictate that, as a measure of national security, we provide nutritious meals to all the Nation's children, for malnutrition is no respecter of age, nationality, time of day, or socioeconomic status.

We must move beyond the contemporary conceptualization of school food service as subsidy for the financially deprived, to the point at which we realize that school food service is a subsidy to the nutritionally needy. We must recommit ourselves to the service of paying students.

Millions of needy and nonneedy children have been brought into the program. Federal subsidies for free and reduced price lunches for needy children have risen markedly—paying the preponderance of the cost of preparing lunches for these children. But the Federal aid granted to subsidize lunches to paying children has shown an overall decrease when compared to the cost of preparing a lunch.

In 1947, at the inception of the school lunch program, the Federal subsidy covered about 31 percent of the cost of preparing a lunch for any child in the program. As the cost of preparing lunches has risen much faster than the basic subsidy rate for lunches served to paying children, the Federal subsidy for paying children is down to about 20 percent in fiscal year 1975.

In New York, a child paying for lunch may pay up to 60 cents. According to a study done by Washington State University for the USDA, low participation rates are associated with high prices and high rates with low prices. A straight line relationship calculated between price and participation in larger school districts, indicates that a 5-cent decrease in price is associated with the increase of 6 percentage points in the participation rate.

The Citizen's Board of Inquiry into Hunger and Malnutrition published its report, "Hunger, U.S.A." in 1968. Its author showed that the ultimate costs of hunger were social unrest, distrust, alienation, withdrawal, and frustration. They cited proof that insufficient quantities of protein in the daily diets of youngsters could cause severe brain damage and that malnutrition caused listlessness, shorter life expectancy, and a general lowering of resistance to infection as well as specific disabilities resulting from nutrient deficiencies.

These effects were not limited to a small portion of the population; available evidence indicates that as many as half of the poor people of this country were affected by undernutrition and that a third of the more affluent, because of poor eating habits, suffered nutrient deficiencies.

New York City currently pays a greater subsidy for the fully paid lunches of middle-class children than it does for the free lunches for the poor. The cost to New York City of reduced price lunches for low working class children would be less than the amount the city now finances for fully paid lunches.

Public Law 94–105 expanded Federal subsidies to the nonpoor by mandating the service of reduced price meals in all schools and increasing eligibility to 95 percent above the income poverty guidelines or about $11,100 for a family of four.

Living costs are higher in the New York City area than virtually anywhere else in the United States. According to the Bureau of Labor Statistics, the annual cost of maintaining a moderate level of living for a four-person family in the New York-Northern New Jersey area was $16,648 in the autumn of 1974. At the lower level of living, annual costs for the same family would be $9,852, with a higher living standard budgeted to cost $25,470. There then is a disparity of at least $5,500 between the projected cost of maintaining a moderate standard of living and the allowable income poverty guidelines which permit eligibility for reduced price meals.

More than 1,100,000 children are enrolled in public elementary, junior high, and high schools in our city. Almost half are from families at or below Federal poverty levels. Hunger and malnutrition are realities for many of these children and, indeed, where they may not be, hapazard eating habits and inadequate knowledge about, and exposure to, nutritionally balanced meals, make it increasingly important that food programs designed and established to assure adequate nutrition reach the children eligible for them in the most effective way.

In New York City in March of 1975, there were 1,292 schools and institutions serving an average of 537,359 meals daily. Ninety percent of these meals were free with the remainder being full priced. At the end of 1975, New York City served no reduced price school meals. A reduced price program is currently being implemented in response to the Federal legislative mandate.

About 57 percent of the children registered in elementary and junior high schools are eligible for free meals. Of these, 87 percent participate in the school lunch program. If reduced price meals were available, it is our estimation based on 1970 census data, that at least 300,000 additional children would be eligible for them.

We strongly suggest that the mandate for reduced price service be fully implemented and that the Federal subsidy for fully paid meals be increased. However, financial investment alone is not enough. Careful monitoring must be conducted to encourage the full and efficient utilization of these programs.

On the whole, Public Law 94–105 is a thoughtfully written substantive document. This public law provides most adequate guidelines within which child nutrition programs are to operate and Congress is to be congratulated for its efforts.

As amended, the law extends or makes permanent a number of much needed special services, WIC, breakfast programs, and the summer feeding program.

All of us know, however, that guidelines alone are not an accurate measure of the successful fulfillment of purpose for any piece of legislation. Success is a direct function of implementation.

A recent study submitted to the USDA confirmed the fact that, price notwithstanding, the single most important factor in terms of levels of participation and effective implementation of school feeding programs is the attitude of the administrator of the programs.

A situation wherein an individual or small group of individuals can completely contravene the intents and purposes of Congress, mitigating the positive effects of constructive legislation upon thousands, indeed hundreds of thousands of children, should not be allowed to exist.

We, therefore, recommend that the Secretary of Agriculture utilizing the discretionary funds so allocated in the National School Lunch Act, provide to the States and municipalities a frequent, more in-depth evaluation of their respective food service programs.

These evaluations, once obtained, would be points of reference from which to gage the overall effectiveness or lack of effectiveness of the act.

Being fully cognizant of the fact that the appropriations allocated for discretionary expenditure by the Secretary of Agriculture for this purpose are extremely limited, we feel it imperative that Congress, during its next session discuss section 6(a) of the National School Lunch Act for the purposes of appropriating more adequate funding for the monitoring of the programs therein constituted.

In New York City, the school lunch program is a centrally administered mass feeding operation under the aegis of the bureau of school lunches, a central board of education agency. On some aspects of its operation, the bureau is to be commended. However, in terms of the vast numbers and ethnic diversity of the city's school population, the bureau has been less than responsive to the varying needs of the individual districts.

In an effort to increase the bureau's levels of accountability and responsiveness, a coalition of concerned citizens organizations of which we are members, recently met with bureau of school lunches officials and exacted from them an outline for the formulation of citywide and districtwide school lunch advisory committees to be constituted of parents, students, school food service personnel, and interested community representatives.

The committee, having direct input as to the type of service, menu planning, and general operational procedures affecting the school feeding services, will be able to mitigate if not completely eliminate many of the problems currently plaguing New York's Bureau of School Lunches operation.

Committees of this nature could be impaneled in every jurisdiction in the country, actively participating in the implementation of their respective programs.

Mr. Chairman and members of the committee, in closing, I wish to thank you again for giving me the opportunity to address this assemblage. Because of time constraints, I have limited my remarks to a few basic suggestions which, if acted upon, could increase the level of efficacy of all school feeding programs.

I hope that you will take our recommendations under advisement and I commend you on the tremendous progress you have made thus far. Thank you.

Chairman PERKINS. First let me ask Ms. Edelman a question. We have heard testimony criticizing preplated meals and mass produced food in the lunch program. If school districts are going to use such methods of providing foods, what can we do on a national level to assure that the lunches are nutritious? In other words, we have heard evidence of waste, that the children would just touch the lunch and throw the rest away. What is your suggestion along that line?

Ms. EDELMAN. A lot depends on what happened to the food between original preparation and the time the children actually eat the meal. We really don't know the long-term effects of food freezing storage as far as nutrient retention is concerned. I think we need research into some of the current methods of food processing in these preplated lunch programs to see about the nutrient retention problem.

Perhaps some methods of preplated lunches produce a more acceptable product as far as taste and texture are concerned. I have heard the comment over and over again about soggy vegetables and rubbery meats. I think that this doesn't have to be the case, although probably more often than not it is the case. I would not put myself in a position of supporting preplated lunches, but realistically I see that we are not going to do away with them, so I would support research to get the best methods.

Chairman PERKINS. What concerns me is this testimony that we have had so much criticizism of the preplated meals on a mass produced scale. If this is going to continue, is there anything that we should do to make sure that these lunches are more nutritious and palatable and that the children will not turn their backs on them? At this stage of the game, as the nutritionist, I am putting that question to you.

Ms. EDELMAN. My first response would be to request that legislation is conducive to avoid that situation, so avoid preplated lunches. I think it would be a tremendous setback for our program in our county if we had to resort to preplated lunches and some of my recommendations are to try and avoid that, especially through Federal support. I don't think that there is any assurance that can be made that when you go to preplated lunches that you are going to get as high a quality product as preparation from scratch onsite, and I am not aware of the methods used in that food preparation to comment on good alternatives.

Chairman Perkins. Now, Mr. Foster, you stated that there are incidences of increases in price of lunches in New York City that have resulted in a decrease in participation of paying students. Are those students who are no longer paying being served in the reduced price program, or have they left the lunch program entirely?

Mr. Foster. There are two parts to the problem. Number one, the students who would not be entitled to a free or reduced price meal, and the problem in New York is that there was no reduced price meal and there still really isn't. It is supposed to begin this September in spite of the law which mandates a reduced price program. Although some of the students who would have paid for a full priced meal might have gotten into a reduced price category, there was no reduced price category for them to go to. How many of them might join in that program, in the reduced price program in New York is yet to be seen. It is our estimation that it would mean some 300,000 additional lunches once the program is underway.

Those who would still have to pay the full cost of their meal which ran 60 cents last year, the students who are paying for those meals are extremely unhappy with the meal service. That is one of the reasons that they don't participate—the high cost of the meal itself, even with the precooked meal; 60 cents a day. Many of them just feel they can go to the corner and get a couple pieces of candy or potato chips or whatever. There is little attraction and there has been little attraction in New York City and little effort put into attraction to have students participate in the program in any of the areas and it is one of the criticisms that we have had for a long time of the program and that many communities in New York City have had for the program.

We recently as a union have committed ourselves to spend thousands of dollars on helping promote—and thousands of dollars of union money—in helping to promote a successful school lunch program in New York through public relations, through making people in the city aware of their eligibility in reduced price and free meals for their kids. So many people don't understand their eligibility. They just feel that the whole school lunch program is for poor people and people on welfare, and that is not true. But there is absolutely no educational process in New York.

I must say that in traveling around the country as both Mr. Hughes and myself do looking at school lunch programs, there are a number of cities who have put out a lot of effort and seen a lot of success. Chicago in terms of their participation and how they get their participation is something to be looked at by many major cities, if not, smaller cities in the United States.

I am not speaking for their lunch program itself. I am just talking for their participation. I think their program leaves a lot to be desired.

Chairman Perkins. Mr. Hughes, the New York Times yesterday reported that almost all of the organizations which were in the summer program last year and which are under criminal investigation by the U.S. attorney's office for fraud have been approved to operate the same programs this summer. Do you have any suggestions on how we can improve the summer programs?

Mr. **Hughes**. Mr. Chairman and other members of the committee, I certainly am one who feels that the summer feeding program should be administered by a public agency.

Chairman **Perkins**. Instead of a nonprofit private agency?

Mr. **Hughes**. Absolutely.

Chairman **Perkins**. Where you have had the fraud is with the nonprofit private agency?

Mr. **Hughes**. I am not going to say that is a fact.

Chairman **Perkins**. Most of it was some fly-by-night groups?

Mr. **Hughes**. That is right.

Chairman **Perkins**. You have some nonprofit agencies that are just as good as any organizations in the world to administer a program. We all know that.

Mr. **Hughes**. Some of them, and that is why I am very reluctant to make an accusation against anyone without facts to substantiate it. However, I do not know that the proper place the program should be implemented is within the school system itself, utilizing the buildings. The problem with that is that the current school lunch summer feeding program act does not provide enough administrative cost, particularly for the request by the Board of Education of the City of New York that in order to implement that kind of program utilizing the school buildings, it would cost approximately $75 a day to pay custodian's fees to have the building open and cleaned. We feel that it should be in the school because it offers the kind of sanitary conditions, the kinds of controls and accountability that the children deserve and the program deserves.

We have written to the board of education advocating that the program should be implemented in the school system. We have written to persons in the States who are responsible for the school lunch summer feeding program and we have advocated that because we realize that many times, particularly with the amounts of moneys that are available under the various feeding program acts, that it causes people to get an interest in it and not necessarily for the nutritional value and the qualitative meals that should be served to children and more than that, the fact that the people that we are talking about are people who are community people who know whether Johnny Jones did not have breakfast in the morning, who know whether Johnny Jones' family does not have enough money in terms of their income to have a decent, nutritious lunch, and that the people who serve that lunch are interested in that child as a child as a whole and will see to it that the children are not treated as a herd of cattle in the kind of setting that would be conducive not only for the child to consume the meal, but will have it in an educational atmosphere that will render some educational training to the child in teaching in terms of how to hold a fork and knife properly.

Mr. **Foster**. Can I add a few comments on that program? Reading the Times article and all of the local newspaper articles in New York over the past summer is unfortunately no shock or surprise to us. I must say and I hate to say that over the last summer, it was an "I-told-you-so" operation, and I think that the law which is providing funds for summer feeding programs within the United States has to look at it in terms of not in a pennywise, dollar-foolish kind of setting. We visited some of those sites this summer after last summer's mass contamination of food that was laying on the city streets unrefrigerated, laying on the pavement on rainy days—all of the sites that were used. When I say all, certainly the overwhelming majority of sites that were used were street corners, in some cases two and three street corners on one street were distribution centers for food.

On rainy days, kids didn't come for the food or very few kids came for the food and the food went into the garbage cans because there was no way to store the food. All that food, by the way, was provided by a multitude of vendors for community organizations or religious organizations who were sponsoring the program.

The point in fact is that proposal and although the costs are high to keep a school open, that is true it is $75 to the custodian. That is what it costs to keep the school open. Now 1,200 schools in the city of New York need to be kept open for school feeding programs. We proposed to the city chancellor along with the controller of the city of New York a program that would open up about 25 percent of the schools in New York city to serve and distribute food and have it prepared in that particular school which has the facilities to prepare the food, and sanitary foods—not only to prepare it, but to store it in case the food is not being used from one day to another.

I think that the cost that might be borne by the act if it enables the city to use such money for custodian fees would be far less in terms of the kinds of waste that we are seeing going into the carbage cans.

I passed one street corner this summer that had given out food to kids that had their breakfast and their lunch in one bag. It says this is a breakfast/lunch bag. It says you eat bag A between 8 and 9:30 in the morning. Do not open bag B until 12:30 and then proceed to eat your lunch and in there were two meals—two meals that were stored from perhaps 6 or 7 in the morning and just left unrefrigerated until the child, if they followed the instructions, ate the second bag at 11 or 12 o'clock, and I think it is absolutely unconscienable.

Mr. MILLER [presiding]. Mr. Hall.

Mr. HALL. You mentioned the $75 custodian's fee. Is that just for the salary of the custodian?

Mr. FOSTER. The custodian's fee is mandated. The custodians in New York are perhaps different in terms of the setup of custodians in schools around the country. Custodians in New York State are kind of quasi-public employees of the board of education and they are not represented by a municipal union. They are represented by various engineering unions and then custodians unions for the people under the custodian engineer.

The cost of opening the school building, other than school days or after school hours, is mandated by contract which the board of education has negotiated with various unions, in this case the custodian engineers' union for those custodian-engineers. Whether or not we agree that the price is fair, the fact is that is the price and that is the price under the contract that must be paid. The question that really has to be looked at is whether the cost of opening the school in terms of the cost of the custodian is worth providing a nutritious, better served, better stored, more appetizing meal, and I think at least cost when you subtract all the waste that goes into the garbage can.

If you pay 25 cents for a sandwich, one of which you are throwing away for every four you are serving, and it costs 50 or 60 cents to produce something you can perhaps store if you don't use it and not throw away the other three. I think the cost saving in the end would be greater, aside from all the other good things, a freshly cooked or produced lunch or breakfast could give to a child.

Mr. Hall. I didn't want to get into the pros and cons. I am sure the custodians don't help prepare the meals or serve them. But I can tell you in my area of the country, it is more than a lot of our teachers get, and it is going to be very difficult to get some people in the mood to justify that kind of an expenditure. I have no further questions, Mr. Chairman.

Mr. Miller. Mr. Goodling.

Mr. Goodling. A few brief comments or questions. Of course I think the whole answer to the question is in Mrs. Edelman's statement where she said:

> Wholesome food, well accepted by the children is the key to the success of our school nutrition program. The positive feedback of high participation boosts morale in the kitchen which results in the positive attitudes of the food service workers.

That is the key to success in anything that we do. If we served the same food at the same price, the same menus, if you had a choice of which school you want to go to eat—that is the whole key. We have teachers that you could pay $100,000 a year and they wouldn't be any better teachers.

I am quite concerned about statements that were made in relationship to New York: More than 100,000 are enrolled and half are from families at or below Federal poverty levels. Is that what you mean, or do you mean below the 90 percent? There is a big difference.

Mr. Foster. Yes.

Mr. Goodling. Almost half are from families at or below Federal poverty level, or are you saying below the 90 percent over poverty level?

Mr. Foster. I believe that the research we extracted from was below the poverty level. I can check it further and get back to you.

Mr. Goodling. I could accept that if it is connected with the 90-percent business, but it just doesn't seem to be possible. About 90 percent of the meals were served as free lunches. I don't understand that. It is mandated that you offer free or reduced price. You say that you didn't have any reduced price meals in 1975. How can that be?

Mr. Foster. Well, you know, those are the facts—90 percent of the meals that were served in the school system last year were free meals.

Mr. Goodling. But you said none in 1975.

Mr. Foster. There were no reduced price meals served and, I think the board of education beginning this September is telling us that they plan now to introduce reduced price meals. The fact that they didn't, I think, is a responsibility of the USDA who monitors the program.

Mr. Goodling. The fact that they didn't means in my estimation that they didn't follow the law.

Mr. Foster. I understand the law that it should have been—that it was mandated and should have been implemented.

Mr. Goodling. You indicated the people didn't know what was available. Part of the law is they must be informed. Every school district that I know of is supposed to send out this information to every family, whether they are $100,000 a year or whether they are poor, spelling out exactly what the free and reduced price lunch program is all about.

Mr. Foster. I think the distribution of forms in the school system in New York City at the beginning of the school year, in terms of informing the parents of students on free lunch, and at that time paid lunch—as I said there was no reduced price lunch—was haphazard. I think it is a question of intent and the intent for letting a family know their rights under law can be giving them a slip of paper that looks like the law itself in which no one will read or a few people will read, and giving them something that they will understand and making it palatable for them to want to have their children participate in the program.

The city of New York has not made any effort, or the board of education in this case, has not made any major or minor effort in what I would consider good intent of informing and encouraging participation in the program.

Mr. Goodling. I would like to see copies of what was sent out and I would like to know how it was distributed, if you could manage to get that.

Mr. Foster. I will try to get copies from the Bureau for you and the distribution was—mass folders of these were sent to each of the schools and principals were asked to distribute them to the teachers to have them distribute them to the students.

As I think the testimony of this young lady stated earlier, one of the problems with the program is to get teachers interested, understanding that lunch programs, breakfast programs, are an important part of learning. It is not a separate and distinct problem that has nothing to do with the child being in school.

Mr. Goodling. Your union should do something about that.

Mr. Foster. Well, this union has tried and it is continually trying to do something about that and for very selfish reasons. We have 110,000 members and our members live in New York City and their children go to those schools and their children participate and probably every one of the children, if not eligible for a free lunch is eligible for a reduced price lunch. We have committed thousands of dollars to the program for advertising programs for participation—of union funds.

Mr. Goodling. You have indicated that the district has broken the law at least twice: One, in relationship to reduced price meals and, two, in relationship to properly informing people about the possibility of participating. What have you done about that? To whose attention have you called that?

Mr. Foster. They have, through a committee that this union is part of and community organizations in New York City held a number of press conferences in regard to this and other problems in the school lunch program, and our staff has had various meetings with representatives of the USDA about the problem. I don't think it is USDA who is not cognizant or the regional office for the New Jersey-New York area is not cognizant of the fact, however, the board did it, made some excuses whichever they used, do state that it would be impossible for them to enact a reduced price program as early as the law had mandated it and that they just could not do it until this year.

Mr. Goodling. Of course, that cannot be accepted because it is a very simple thing. If you can institute a free meal program, you can institute a reduced price program.

Mr. Foster. I am in agreement with you, we have no argument.

Mr. Goodling. I have no other questions.

Mr. Miller. Mr. Jeffords.

Mr. Jeffords. Can you tell me the number of schools in New York City that served free breakfast or breakfast under the program this last year?

Mr. Hughes. Last year, it was very small, because as I stated in my testimony here that the mandated breakfast program became a law this year. There were, I would say, five to six districts that had such a breakfast program from a voluntary point of view. In fact, approximately 2 to 3 years ago when the then Congressman Ryan who is now dead, God bless him, got involved and found that there were some $2 million that was allocated to the State of New York for sponsors to request on a voluntary basis to implement breakfast programs.

So the exact number, Mr. Jeffords, if you would like, I would be more than happy to send that information to you as soon as I get back to New York.

Mr. Jeffords. I would appreciate that and also I wondered about the success of those programs in the schools, especially what kind of participation was obtained.

Mr. Hughes. The participation for those districts that did have it, it was better than 50 percent, which gave us the kind of support to the legislature who advocated the mandating of such a program.

Mr. Foster. Not one high school of over 1,200 high schools in the city of New York had a breakfast program for students last year—not one. The districts that participated, participated at the urging basically of this union and community organizations who got to those particular districts and got participation. But the bureau itself, if it lent anything, lent discouragement to the program at the high school, which is a central part of the district school system.

It is interesting also that lunch programs which serve thousands of students in the high schools have been phased out and are particularly being phased out over last year and this year based on what principals are calling end-to-end sessions in New York City, which eliminates lunch periods for students. Those students whom they have been mandated to serve free lunch go for it at the conclusion of their school day. The participation, obviously, in the free mandated part of the program which they did implement was drastically reduced.

Mr. Hughes. Could I add to that? I think more than that, there were those high schools who have not followed the law and when they say that we will run a program after going on end-to-end, sort of isolate or point out or make more pronounced those children who meet the requirements under the National School Lunch Act, thereby pointing out that, well, I am poor enough to receive this subsidy and you are rich enough not to.

I think the attitude of many of the principals is that the lunchroom is a jungle. We don't agree with that. We believe that if the cafeteria is conducive and that the room is painted in a very attractive way and that there is student/parent/employee participation in the development and implementation of that program, it will certainly turn around the kind of participation and certainly something has to be done to change the attitude of many of the administrators in terms of the school lunch program being a negative part of their educational program.

Mr. JEFFORDS. Mr. Hughes, how widespread is this system of letting students go home at the end of the day, which is their lunch time? Is that because you have a split session where you are trying to double up the classrooms; is that how it works or do you not know?

Mr. FOSTER. The problem basically has been and it was pronounced last year because of the budget cuts in the city, layoffs of many personnel including teachers, the various principals made the decision and it is up to them to make, as I understand it and I don't agree with it, but nevertheless the board of education bylaws allow the principals of the high schools to do independently what they call end-to-end. That is where they bring the student in at three periods during the day, starting the class day at three successive periods in a row, bringing the class day for some of those students to four in the afternoon or perhaps even better.

They basically eliminate from the student program any study periods, lunch periods, or any extracurricular kinds of activities and fill the day just with the academic subjects that are needed to be fulfilled by State law. Unfortunately, that seriously moves into the effect of the lunch program and certainly would eliminate in many cases school breakfast programs which principals are not happy to have. They present an extra burden of responsibility. It means putting some school aides into the program to supervise it. It means having a teacher around as State law mandates that a pedagogue must be there when the students are there. It means more security and more patrol. Not one views it as to the effectiveness and the importance of eating breakfast or eating lunch.

Mr. JEFFORDS. That is all I have.

Mr. MILLER. Why should we continue to offer the program?

Mr. FOSTER. Why? I don't think that a minority of people, principals, administrators and/or teachers who might unfortunately disagree with the necessity of the program be the small group of people who are going to make the decision or have the decision forced not to implement the program.

Mr. MILLER. What is the impact in the community when that is done?

Mr. FOSTER. It depends on the various communities. In one district they took away their lunch program from the bureau of school lunches and are performing the program and implementing the program as an individual district and very successfully and providing ethnic cultured foods for the students. It is a model in terms of lunch programs. There are some other districts who want to emanate that.

The bureau of school lunches and the board of education have been partners with the bureau of school lunches of which the bureau is part of in some cases, have denied information to these districts in terms of their dollar amount that is owed them, or do them out of funds provided by the Federal, State, and city for lunch programs. I know two districts that have been trying this past year to get the program and have not gotten the information and are now trying to under the Freedom of Information Act to obtain the information from the bureau of school lunches. It is that bad.

Mr. **Miller.** Those are problems and I hope you understand that I have been a supporter of the program for 2 years. In the area I represent they decided they were going to cut back the busing of students and the people protested and the school board dealt with it. But they cut out school lunches and nobody was upset. If other people don't want to run a program, what can we do about it? Why shovel food into the garbage cans? There is no great social purpose in that.

I think that nutrition is a very important part of education, but if the enlightened community of teachers and principals can't see that and the parents aren't upset about it, I don't know what we do.

Mrs. **Edelman.** May I comment on some of the things that Mr. Foster just said? I don't run the school lunch program in my county. I work for the county health department and I serve just as a consultant.

In our county, 28 schools have the breakfast program and over 70 percent of the participants in that program are free and reduced price people. This program is well administered and the food is good and there is little waste.

Teachers and other school employees will welcome the opportunity of fewer management problems in the classroom and the feeling that when a child is coming to school, they will be ready to learn after they have had their breakfast.

Mr. **Miller.** No one is quarreling with that. It is excellent where it is a human experience to have a breakfast or lunch, where the participation is high and waste is low, but they are limited experiences. There are more experiences where the food is terrible, the participation is low, and the district doesn't care about the program. Nor does it appear that the community cares about the program. So how do you continue to force this program onto this district? Why don't we take those resources and reallocate them to our Appalachian counties?

Mrs. **Edelman.** Why don't we look at the programs that are working to see what makes them work?

Mr. **Miller.** I don't know. Why don't we? I don't understand it. The program has been in existence since 1946 and you can't come up with a successful national model. Yet people come in here and defend their programs as the absolute model. This fraud is apparently perpetrated on the members of this committee and USDA by local people involved in this program. It is incredible. They are lying to us.

Mr. **Hughes.** Mr. Miller, in the first part of your question to Mr. Foster in terms of how do we encourage parents to be alert to the needs of the children, I think one of the ways in which that has been accomplished and will be accomplished is through advisory committees. I believe that when you look at both Mr. Foster and my presentation to you this morning, you will find that we have made certain kinds of recommendations. It is certainly difficult to answer your question in terms of the attitudes and the feeling of communities throughout this country.

But I think that because one particular region or section of people who do not, for whatever the reason—and I think some of these reasons may be the lack of communication—the lack of positive images that the school lunch program has not had. I think persons such as ourselevs and the organizations which we have formed a coalition with are legitimate committees whose primary interest there is to see to it that there be nutritious meals and that the breakfast and school lunch program be part of the educational program.

I would say to you that in terms of the average school curriculum, particularly in the city of New York, you will not see that that kind of curriculum in terms of the school lunch program is a curriculum that is being advocated by the school administrators.

I have stated earlier to Mr. Goodling or Mr. Jeffords in terms of his questions that there are those who feel that the cafeteria is a jungle and we don't agree with that, because we think that when you allow children to go into the street, that they are exposed to all kinds of people. They are exposed to going to the candy store to purchase candy. They are exposed to whatever derelicts that may be hanging in or around the school and when you go to the luncheonette in terms of the price you pay for a lunch, it is three times as much and not nearly as nutritious a meal that would be properly prepared in the school setting.

Mrs. EDELMAN. Congressman Miller, the way I react to what you were saying is that perhaps it is time for the Federal Government to compose standards of quality of food, in the food that is served, the quality of the method with which it is served, to define more clearly what is acceptable food to be feeding children besides just the nutrient content.

Mr. MILLER. I think it is time for the Federal Goverment to put some money into the pockets of the parents so they can feed their kids at home. This is a real joke. You are delivering inkind service because you have poor people. We end up with a space age meal that doesn't do any good. The kid is better off eating the container than he is the food.

Mrs. EDELMAN. With many of the preplated lunches, I would agree with you.

Mr. MILLER. We mandated that they have reduced price meals. Apparently they don't think it is an important part of the program for the students in New York. Who are we to tell them that it is, other than the ones who pick up the bill?

Mrs. EDELMAN. If we had better definitions of what is acceptable food to be feeding children, if we outlawed preplated lunches as food that is unacceptable, mostly because it is teaching our children to eat TV dinners as they get older—I really don't feel that the schools should avoid their responsibility of giving nutrition to children. I don't think it is the total responsibility of the parent to assume the child's nutrition outside of the school, because the children are there for a large part of the day. Parents need to be educated as well, but the child's education in the school can have a very positive important influence at home as well.

Mr. MILLER. There is very little evidence that the local educational community is doing anything of any magnitude to make that a reality. The constituency of this program is rather limited and that constituency is very well heard in this committee and in this Congress—it's a very good lobby. But I suggest that they are not doing much about the nutritional content of the child's diet during the day. The argument over space age foods can go on forever. I think you ought to outlaw them. If they can't put in the kind of resources to make it, if all they can do is what McDonald's does, bring in McDonald's food stands and just let it go.

But to pretend to be doing something when all you are doing is shortchanging a lot of people is a joke and I have about had it. I fought for years about this in the State of California.

Mr. GOODLING. When you talk about us setting standards, you are talking against preplated foods. We have had nutritionists sitting right where you are, saying how much more nutritious preplated foods are.

Mr. FOSTER. Could I just make a comment about what both of you have stated? In the testimony I have given, I asked that the Congress and this committee look at additional funding, or USDA, since that is the source it comes through for monitoring and the question bothering both is what is being done in terms of implementation of the law as passed and monitoring in terms of seeing what can be done to improve or revise programs, such as they see nutritionists here who spoke in favor of meal packs. Mrs. Edelman is speaking against it.

I have heard many nutritionists—more speak against it than for it. The fact is that a good monitoring program under USDA would indicate conclusively, I think, whether or not meal packs throughout this country where they are used from Nevada, who use a homemade meal pack to New York who uses a vendor meal pack and others who use a combination of both—I think it would show what kind of participation and use or plate waste there is of meal packs.

Mr. GOODLING. You are talking about people running around doing this type thing and then on the other hand, what control do they have over the people who are producing the food and serving the food? I know which cafeterias in my district people would flock to and which ones they wouldn't. But that is a real problem to get those people behind making it in such a manner that they want to eat it, serving it with a smile, encouarging them to eat it.

Mr. FOSTER. I think we have stated that money has to also be put in, besides putting money up for a program and saying this money is to be used to administer it in terms of paying bills, setting up and providing food for a child, I think that money has to be put up front to educate a whole school system, community school system of parents, of community leaders, of principals, as to the needs of programs, the ways that programs are implemented, the varying kinds of ways they could be implemented and what is their role in the success of a program.

It is not just a responsibility of putting up front money to buy the items without satisfying the needs, the use and the encouragement.

Mr. GOODLING. All we need—it has been said that all we need is money. How in the world do we in the Federal level get this communication across, this whole idea of education across to the local communities themselves can't do it or don't have an interest in it?

Mrs. EDELMAN. It has been my experience that the school employees in implementing this program will do what they feel is in the legislation, and if it is possible with the regulations set as they are for preplated lunches to move in, more food industries like McDonald's to move in, they will move in.

The issue of competitive foods in our schools is a good example of this. There are no competitive foods because the administrators of the program still are operating under the assumption that they can't make a decision to change that law and my understanding is that there is no Federal mandate for that. The States have decided that the local counties can make an independent decision about competitive foods but in our school system because the feeling is there still is a Federal mandate, there are no competitive foods.

Mr. MILLER. What would you think of having the students prepare the food?

Mrs. EDELMAN. I would think that would be a very positive experience, but the environment has to be conducive to that, and if the cafeteria is prepared to have what is adequate equipment and supervision to train pupils, that would be a wonderful experience.

Mr. MILLER. If you have an onsite cafeteria, the assumption is that it is adequate to prepare the meals. In the district I represent, some of the more positive programs I have participated in have been in the high schools where the students are under Project Feast, cooking the lunch for the students. Most of it is small kinds of food. Some of the students have even opened up their own catering service where they do political dinners or what have you, and they also end up with a career. So I don't know why we just don't turn to the high school students who are interested in that kind of program, who can also take nutrition as part of that voc. ed. program. In our school district, one of the better places to eat is the junior college because for $2 you can get a super lunch and a lot of the business community goes to the junior college to eat, and that is with napkins and tablecloths and waiters running around.

I don't understand why we don't incorporate this education/work program and find out if there would be some interest if the students were preparing the meals and perhaps learning an occupation.

Mrs. EDELMAN. In our county, we have one vocational high school that is involved in a program like that. But I don't think it is a good idea for all of us to be training our students to go to McDonald's in the future.

Mr. MILLER. Maybe those students would find out the value of foods. We have all these summer youth job programs in which we get ripped off by the "nonprofit" agencies. Perhaps we can get these people who are unemployed to work in the district.

Mr. HUGHES. I would just like to make a comment on that. As a trade unionist, I would oppose that for many significant reasons. One of those is what happens to the people who are working now in the program. Where do they go?

If you are talking about bringing a student in to perform a service and we are here advocating monitoring and accountability, I wonder how much accountability we can expect from a student. I think that in terms of the funds that are available under the current National School Lunch Act can be used properly so that the personnel that we are talking about, mainly those persons who are the low people on the totem pole in terms of salaries would be able to train themselves through the instructional methods of those teachers who will be the instructors to have a smile on their face that Mr. Goodling talked about, to be able to recognize that when a packet of food comes into the school whether it meets the requirements of the National School Lunch Act.

I think that the money is there. I think that what we have to do as citizens of the United States of America where our tax dollars are being spent is to see to it that we maximize the utilization of that money, and that because in some instances that a failure or two has happened that we should not back away from the American tradition of letting a problem come up and not attempt to solve that problem.

I think the people that we are talking about are community people. They are the constituency. They are the parents of the students that we are talking about and I dare say that if a student comes in and replaces the person who is either the total wage earner or the co-wage earner, what is going to happen to that individual? We are talking about an age limit of approximately 45- or 50-year-old people. In terms of the open job market, the possibility of those persons going into that competitive job market and getting a job today is very difficult. As you know, the unemployment rate throughout the country has staggered the imagination. Everyone is complaining about the fat rolls of welfare. If you put the person out of work in one particular place, where do we pick him up in another place, and I think that a person that is gainfully employed——

Mr. MILLER. This is not a jobs program. The preamble to this program is to deliver a nutritious meal for those children. The ideal thing is to take the child and make him whole in a nutritional sense so he can learn and participate. This is not a jobs program. If it is, let's call it that. But the question is how do we get the public policy purpose of this program accomplished? If the children in need aren't getting the program and we still have incredible numbers of malnourished and undernourished children in our schools today, whether it is an affluent area or a poor area, that is the fact of life.

Mr. HUGHES. I think this morning when Chairman Perkins listened so very patiently and stated that for 25 years he has been involved ever since the inception of the program, and it was implemented under the WPA, and the purpose of that program was to provide jobs for people in the food industry in order that that food provided by the Agriculture Department under subsidy would be the food of the standard type, a lunch that provides a nutritious lunch for children, and that he stated himself that it seems that the various agencies that are responsible for seeing to it that the qualitative nutritious meals are being served is going downhill, and I do believe that if we were to accept some of the suggestions or recommendations that we have made here this morning that next year at this time we will be able to see the kinds of positive results that this national school lunch and breakfast program was enacted—the purpose that it was enacted for.

Mr. MILLER. Well, let me just say in concluding I hope you are right, because I have no real belief that my suggestion of incorporating students into a meaningful program is going to happen. I will be very interested come next August when we have the same crisis we have had every August since the beginning of the lunch program.

I thank you very much for your testimony and the committee stands adjourned.

[Whereupon, at 11:15 a.m., the subcommittee was adjourned, subject to call of the Chair.]

[The material submitted for inclusion in the record follows:]

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., August 30, 1976.

Chairman CARL PERKINS,
Subcommittee on Elementary, Secondary, and Vocational Education, Rayburn House Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I am writing on behalf of one of my constituents, Ms. Mary Filko, Coordinator for Food Service in the Akron Public Schools, a copy of whose letter is enclosed.

Ms. Filko has several thoughtful comments and suggestions for improvements in the National School Lunch Program. I hope you will take them into consideration as you conduct oversight hearings on this program.

Thank you for your attention.

Sincerely,

JOHN F. SIEBERLING,
Member of Congress.

Enclosure.

AKRON PUBLIC SCHOOLS,
Akron, Ohio, June 1, 1976.

Hon. JOHN F. SEIBERLING,
House of Representatives, Longworth Building,
Washington, D.C.

DEAR REPRESENTATIVE SEIBERLING: Upon their return from the A.S.F.S.A. Legislative Conference in Washington, D.C. this past March, the Ohio Major Cities members in attendance related that congressional speakers urged them to write of any concerns and suggestions for changing and upgrading the National School Lunch Program.

My thoughts on areas of the School Food Service Program that should be reviewed and revamped are many and are as follows:

> First of all, commodities, it seems are almost "a way of life". If they are to remain, then consider the following suggestions to make them more acceptable for those of us who have satellite programs serving pre-plated lunches specifically and generally for all school feeding programs.
>
> Packaging—Peanuts and raisins in portioned packets; peanuts in other forms besides peanut butter.
>
> Storage—Hold or purchase frozen or perishable foods throughout the year to alleviate high storage costs for over the summer (I realize storage must be paid for either at the source or end product).
>
> Processing—Have turkeys processed into rolls. We in Akron have no place to have this done, nor will any company contract to make rolls from the frozen raw turkeys.
>
> Dried milk is not accepted by dairies (see attached) because it is substandard and laws will not permit its use in milk shakes, ice cream, etc., nor will any of the local bakeries use it in the Akron area. Processing it into a cheese such as mozzarella would be well received in most localities.
>
> Timing—Some projection of available food items and delivery dates, other than monthly, perhaps on a yearly basis.
>
> Type "A" requirements also should be reviewed with a "critical eye". It seems that if cereal-type foods, such as rice, noodles or pasta, are part of the menu then bread should be optional.
>
> With the ever-looming worry world wide of food shortages, consideration should be given to enriched foods so that "bulk" is not always the criteria in planning the food allowances or requirements.
>
> Further study of a nutrient standard should be considered.
>
> Extra free milk has been a thorn since its inception. I recommend the discontinuance of this part of the milk program.
>
> Children drink milk only and do not eat the rest of their meal.
>
> The record keeping task is monumental.
>
> Sixteen ounces of fluid for a child is too much for a large number of school age children.

Many children take the milk and give or sell it to others.

Since plate waste has come under the scrutiny of the U.S.D.A. and Congress, we ought to give some thought to the "whys" of this program.

Plate waste, where satellite operations are used, is to be expected; the same amount of food is given to the first grader as is the sixth or seventh grade child.

As long as Type "A" requirements are so stringent, we are bound to have food thrown away.

Definitely, nutrition education is a must.

It should be required from kindergarten through high school as an integral part of the education system. I would think that lunch time should be interrelated with a regular class discussion and lessons of where food comes from, how it is used, etc. All facets from nourishing the body and the "whys" one should eat properly. The effect on the economy, local and world wide. All subject matter can intertwine. *Not* a "see how fast the food can be stuffed into the mouth" or put aside so a child can get to the important business of "playing" with one's peers on the playground, in the gymnasium or wherever.

We, of Major Cities, are also interested in obtaining information relating to the Poverty Index; how it was established; the items used as a basis for prices; where and how they are checked—a complete documentation of the Index.

Also, for those of us who are on true or full cost of our operation, we find that the late payment of funds for the N.S.L.P. causes serious problems with purveyors who either refuse to sell to us or charge higher prices because we are so late with payments. Thus, I would ask for two months advance rather than one month advance payment.

Finally, I would ask that you consider the statement written by Ken Baer of Washington. I agree with his thoughts wholeheartedly.

I appreciate your past support of the National School Lunch Program and hope that you will continue to keep the well-being of our nation's children upper most in your thoughts.

Sincerely,

MARY A. FILKO,
Coordinator, Food Service.

Attachments.

MARCH 30, 1976.

FOOD CONTRACTING COMPANIES

(By Ken Baer)

Are food service contract companies the answer to rising costs? You would think so if you believe what you read in sales letters being sent to many school superintendents across the nation. Unfortunately, some school administrators do believe them.

Since USDA changed its regulations in 1970, contract service companies are waging an aggressive battle to get a piece of the school lunch action. For the contract companies, there is very little risk and very little overhead; but they all have the same motive, profit.

A profit-making company is not necessarily sinful; however, it is time a comprehensive study be made to determine whether our children and school districts are shortchanged.

The profit must come from somewhere—if it's efficiency, fine; however, if students are shortchanged in amounts of kinds of food then it's time to safeguard our children and the National School Lunch Program.

PLATE WASTE

Now that PL 94–105 has made school lunch plate waste a national issue, isn't it about time we also take a look at the inflexibility of the present Type A lunch pattern. A direct result of this pattern is high plate waste, particularly in elementary schools. One obvious flaw in the present regulations is not to allow the use of certain cereal products, listed as "other foods" in the USDA *Food Buying Guide*, as substitutes for the bread component.

When bread plus a starch such as macaroni is served, students tend to eat both starches and waste other valuable parts of the lunch. Many ethnic groups are served rice as their primary starch and when this is an enriched product it, too, should be an acceptable substitute for the bread component. What about potatoes?

They, too, are more similar in nutrient value to the bread group and when served with bread tend to be the only foods eaten by children—the rest of the foods being wasted.

The USDA should review the Type A lunch pattern in terms of new nutritional knowledge and redefine its components so that groupings are more appropriately based on similar amounts of carbohydrates, protein, and fat, and specific other nutrients.

A new well-defined Type A pattern based on appropriate food exchanges would be easy to follow (as opposed to a nutrient standard), would encourage students to form better eating habits, would be a good teaching tool, and would be realistic to explain and defend to the nutritional community who has had great success in using food exchange groups.

UNIVERSAL REDUCED PRICE MEALS

Providing free, reduced, and paid meals continues to be an administrative nightmare, and a very expensive service.

Until our goal of universal free lunch becomes a reality, a universal reduced price lunch is a practical alternative. It would accomplish the following:

1. End discrimination and identification of children from low-income families.
2. Eliminate the means test to determine whether a student qualifies for free or reduced prices.
3. Hold the line on costs.

With all students contributing their fair share, meal prices could be set so low that all students could afford to buy lunch.

It would be an uphill battle, but I think it would be worth it.

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

THURSDAY, AUGUST 26, 1976

HOUSE OF REPRESENTATIVES, SUBCOMMITTEE ON
ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:40 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, Mottl, and Hall.

Staff present: John F. Jennings, majority counsel, and Charles Radcliffe, minority counsel.

Chairman PERKINS. The subcommittee will come to order.

A quorum is present.

This is a continuation of the oversight hearings on the school lunch held by the Subcommittee on Elementary, Secondary, and Vocational Education, and also of the summer feeding program.

Our first witness this morning is Ms. Faith Gravenmier, director of school food services, West Virginia State Department of Education. The next is Mr. Donald Schumacher, director of food services, Jefferson County school system, Louisville, Ky., and Mr. Tom Harwood, president, Mass Feeding Corp., Chicago, Ill.

We will hear from the director of school food services of the West Virginia State Department of Education first.

Please sit down, and identify yourself for the record.

STATEMENT OF FAITH GRAVENMIER, DIRECTOR, SCHOOL FOOD SERVICES, WEST VIRGINIA STATE DEPARTMENT OF EDUCATION

Ms. GRAVENMIER. Good morning.

I am Faith Gravenmier, director of school food services for the West Virginia State Department of Education.

Chairman PERKINS. How long have you been acting in that capacity, for my own edification, because I drive through there so much.

Ms. GRAVENMIER. Approximately 17 years as director, and approximately 20 years as a member of the staff.

Chairman PERKINS. Without objection, all your prepared statements will be inserted in the record, and you may proceed in any manner you prefer.

[Prepared statement of Faith Gravenmier.]

PREPARED STATEMENT OF FAITH GRAVENMIER, DIRECTOR, CHILD NUTRITION PROGRAMS, BUREAU OF SERVICES AND FEDERAL ASSISTANCE, WEST VIRGINIA DEPARTMENT OF EDUCATION, CHARLESTON, WEST VIRGINIA

In November, 1975, the West Virginia Board of Education issued a mandate to all public schools in West Virginia which bans the sale of soft drinks, candy, chewing gum and flavored ice bars on any part of the school property during the school day. In order to give school officials time to make alternative arrangements, if desired, for the sale of more nutritional "snack food items" this mandate was written to become effective with the 1976-77 school year. (See Exhibit 1.)

The mandate banning the sale of the four food items listed above was issued after two years of study by the State Board and the State Superintendent of Schools, Dr. Daniel B. Taylor...

> Early in 1974 the Board developed a statewide policy against the sale of extra food items in the school lunchrooms. At this same time, board members addressed themselves to the health problems surrounding the sale of non-nutritional foods in the schools...
>
> Staff from this division, at the request of the Superintendent, conducted a survey in the Spring of 1974 to determine current practices concerning the sale of extra food items on school property during the school day. The 1974 survey showed that soft drinks and candy were sold more frequently than any other "snack food item" in the majority of the school systems.
>
> Expressing concern for the development of better food habits among students, the West Virginia Board of Education, in 1974, requested all county boards of education to review the practices within the respective school systems and to develop plans for discontinuing the sale of non-nutritional foods on school property at any time during the regular school day. At that time only one county system--the Mercer County Board of Education--had developed an official policy controlling the sale of non-nutritional foods in the schools. In response to the request issued by the State Board, one other county--the Monroe County Board of Education--issued a similar directive banning the sale of non-nutritional foods. These policies have remained in effect in Mercer and Monroe Counties during the 1974-75 and the 1975-76 school years with little adverse effect upon student morale...
>
> In September, 1975, a second survey was conducted by this division at the request of Dr. Taylor to assess the progress made by the schools in phasing out the sale of non-nutritional "snack food items." This survey again revealed that, with the exception of extra milk usually available only during the noon hour, the "snack foods" most frequently sold in the public schools were soft drinks and candy. These two food items were frequently available for purchase by the students both before and after school and at all times during the school day. (See Exhibit 2.)

The results of the 1975 survey were reviewed and discussed by the State School Food Service Advisory Council prior to the preparation of the final survey report. (The State Advisory Council is composed of elected representatives of the various local agencies responsible for administering the child feeding programs operated by the Department of Education for the U. S. Department of Agriculture and includes two parents as voting members.) The Advisory Council presented a resolution to the State Superintendent of Schools which recommended official action by the State Board to discontinue the sale of non-nutritional foods in any part of the school at any time during the school day.

At its regularly scheduled meeting in November, 1975, the results of the September survey were presented to the Board of Education together with the resolution from the State School Food Service Advisory Council. At that time, the West Virginia Board of Education reaffirmed its long standing commitments to protect the health of the school children; to promote the formation of better nutritional habits; to support programs in nutrition education and, to reinforce their existing educational policies concerning health and nutrition by banning the sale of four food items which provide highly concentrated sources of sugar--soft drinks, candy, chewing gum and flavored ice bars.

This positive action by the West Virginia Board of Education was taken after two years of study of current practices existing in the schools and is the culmination of more than ten years of active involvement with nutritional problems specific to West Virginia school children...

Nutritional and Dental Problems in West Virginia

In 1961 the West Virginia Department of Education, assisted by staff from the West Virginia School of Medicine and the School of Dentistry, conducted a study of the nutritional problems of school children from certain areas of Fayette, Preston and Webster Counties prior to the initiation of a packaged lunch program in one and two room schools with no facilities for meal preparation. Medical and dental examinations of children from such schools supported the findings of earlier studies conducted with school-aged children from Monongalia County by the West Virginia University Agricultural Experiment Station and the School of Medicine.(1)

These limited surveys indicated that school-aged children generally had diets low in Vitamins A and C and in iron. Severe dental problems were noted at very early ages with several teen-aged students already wearing complete dentures.

In 1970, West Virginia was one of the ten states across the Nation which participated in the Ten State Nutrition Survey conducted by the U. S. Department of Health, Education and Welfare. The State Department of Education cooperated with the West Virginia Department of Health in out-reach efforts organizing the survey within the State and again in dissemination of the results of the research. The survey results from various areas of West Virginia indicated that many West Virginians, regardless of income, were consuming diets which were low in Vitamins A, C and iron. Dental health was an area of major concern for all age groups, particularly for teen-agers. Some pre-school children were one year or more below the norm in body development.(2)

Involvement in Nutrition Education Programs

During the summers of 1971, 1972 and 1973, the West Virginia Department of Education conducted workshops in nutrition education for teachers and school administrators. Many of these workshops were funded under Section 6 of the National School Lunch Act. The nutrition education projects were centered around the Early Childhood Education Program then being implemented on a statewide basis.(3) Staff members from the Bureau of Learning Systems and the Bureau of Research, Planning and Evaluation assisted members of this division in training early education coordinators and teachers to implement an on-going program in nutrition.(4)

During the 1974-75 school year, the West Virginia Department of Education was one of six states throughout the Nation to be funded under Section 6 of the National School Lunch Act to conduct research designed to evaluate the effect of a schoolwide program in nutrition education in increasing the children's knowledge, in changing their attitudes toward foods, in decreasing plate waste and in increasing participation in the school lunch program. In West Virginia the project measured the effectiveness of a schoolwide nutrition education program in grades kindergarten through sixth conducted in 44 schools selected at random as compared to 43 randomly selected control schools with no organized nutrition program.

The results of the study, as yet unpublished, show that there was a statistically significant increase in the children's knowledge, that the children's attitudes toward food improved and that nutrition education programs could significantly reduce plate waste for certain "test food" items served prior to and after a ten week schoolwide nutrition program.

Direct involvement with studies related to nutritional status and dental health; increased emphasis upon school nutrition education programs and the assumption of responsibility for the administration and supervision of child feeding programs in non-school settings all have helped to form the basis for the recommendations of the West Virginia Board of Education concerning nutritional standards for foods sold in the public schools.

Implementation of the West Virginia Board of Education Mandate

Members of the State Board, together with the State Superintendent and his staff, feel strongly that nutrition cannot be taught in the classroom while non-nutritional foods are sold in the hallways. While issuing the mandate that soft drinks, candy, chewing gum and flavored ice bars must be phased out of the schools by the 1976-77 school year, the West Virginia Board of Education, on the premise that students should be encouraged to make wise selections of alternative food items, issued in December, 1975, a suggested list of nutritional "snack food items" suitable for sale within the school at any time during the school day. (See Exhibit 3.) This selected list includes items such as milk, ice cream, fruits, nuts, fruit and vegetable juices, popcorn and other packaged food items which contribute to the nutritional quality of the diet rather than providing calories alone.

In June, 1976, the Department secured the services of a consultant to assist in developing guidelines for statewide implementation of the Board mandate. The consultant, Dr. Arnold E. Schaefer who formerly conducted the Ten State Nutrition Survey, met with a group of school administrators, nutritionists and interested citizens in a statewide nutrition conference. He later met with the School Food Service Advisory Council. After securing suggestions from this diverse group, Dr. Schaefer assisted members of a Special Nutrition Standards Committee in developing recommendation for standards and implementation. These recommendations were used by the State Superintendent as the basis for a memorandum issued in August, 1976, which specifically defines soft drinks, candy, chewing gum and flavored ice bars in terms of the mandate issued by the West Virginia Board of Education. (See Exhibit 4.)

The County Boards of Education are encouraged to organize a Nutrition Standards Committee composed of a representative group of school administrators, teachers, dentists, physicians, dieticians, parents and students. Such County Nutritional Standards Committees should be charged with responsibility for developing standards and policies concerning the nutritional quality of foods sold in schools and should serve as liaison with school food service programs operating in the schools.

In January, 1976, the Ohio County Board of Education was one of the first county boards of education to join Mercer County and Monroe County in establishing a comprehensive county policy which sets nutritional standards for all foods sold in the Ohio County school system. These policies have been explained and discussed with representative student groups throughout the county and have been accepted with little adverse student reaction. The Ohio County Board of Education has developed an alternative list of nutritious foods which will be made available to the students on school property during the school day. It is felt that these food items will contribute to the nutritional value of the students' diets as well as providing a source of revenue for the school.

Although the West Virginia Board of Education is one of the first to develop a statewide policy concerning the sale of non-nutritional foods in schools, there appears to be a growing National concern about food habits in general and about wise selections of "snack food items." In addition to dental problems, recent research indicates that there may be close correlations between eating patterns developed in childhood with the incidence of specific health problems such as obesity, diabetes, heart disease and perhaps even cancer in later years.

The West Virginia Board of Education mandate against the sale of four specific food items has proved to be a controversial issue within the State. However, a stalwart group of citizens has emerged in support of the Board's concern for higher nutritional standards within the schools. This group includes dentists, dental hygienists, dieticians, physicians, school food service personnel, parents and concerned civic leaders.

In addition to this nucleus of concerned citizens within the State, the publicity generating from the statewide mandate has resulted in an increasing number of inquiries from educators, parents, legislators and civic organizations from states ranging as far afield as California, Texas, Indiana, Louisiana, Florida, New Jersey and Washington, D. C..

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1. Chalmers, F. et. al., Nutritional Status Survey, Monongalia County School Children, West Virginia University Cooperative Extension Service, 1953.
2. Conference Report Follow Through on West Virginia Nutrition Survey, 1969, West Virginia Department of Education, 1970.
3. Nutrition Education Workshops in Early Childhood, July, 1971, West Virginia Department of Education, 1972.
4. Ellis, A. and Gravenmier, F., Nutrition Education -- Whose Job?, West Virginia Department of Education, 1974.

Exhibit 1

WEST VIRGINIA BOARD OF EDUCATION

RESOLUTION
SALE OF NON-NUTRITIONAL FOODS AND BEVERAGES IN SCHOOLS

WHEREAS, The West Virginia Board of Education, on May 18, 1973, adopted a policy prohibiting the sale of foods other than the Type A school lunch, milk and breakfast in the school lunchroom during the lunch period, and

WHEREAS, The West Virginia Board of Education, on May 18, 1973, voiced its concern about the sale of non-nutritional foods on any part of the school campus during any part of the school day and recommended at that time that action by the local boards of education be considered to phase out such sales, and

WHEREAS, A survey conducted by the West Virginia Department of Education on September 7, 1975, shows that, of the 1,040 public schools and 25 non-public schools responding, 26 percent sold candy, 27 percent sold soft drinks, 4 percent sold chewing gum and 6 percent sold flavored ice bars on the school campus during the school day, and

WHEREAS, The West Virginia School Food Service Advisory Council on October 29, 1975, has expressed opposition to the sale of non-nutritional foods at any time during the school day in the public and non-public schools, and

WHEREAS, The Council on Dental Health of the American Dental Association has stated that candy, soft drinks and other confections with concentrated fermentable sugar are associated with an increase in dental caries and has discouraged such sales to children in schools, and

WHEREAS, The Ten-State Nutritional Survey of 1968-1970, in which West Virginia participated stated, "In adolescents it was found that between-meal snacks of high carbohydrate foods such as candies, soft drinks, and pastries were associated with the development of dental caries." Now, therefore,

BE IT RESOLVED THAT, effective with the 1976-77 school year the sale of the following non-nutritional foods or beverages is prohibited during the school day in all public schools of the State:

Candy
Chewing gum
Soft drinks
Flavored ice bars

BE IT FURTHER RESOLVED THAT, in order to coordinate school practices with nutritional instruction, the consumption, during the school day, of the food and beverage items listed above be discouraged in all public schools of the State.

Exhibit 2

Table 1

Number of Schools Responding to Survey

September, 1975

Type of School	Schools Responding to Survey		Total Number of Schools	
	Public	Non Public	Public	Non Public
Elementary Schools	748	19	938	55
Middle & Junior High Schools	135	1	156	1
High Schools	145	5	195	19
Special Education Schools	15	0	43	0
Total Schools	1,043	25	1,332	75

Table 2

Number of Schools Reporting Sale of Extra Food Items

September, 1975

Type of School	Schools Selling Extra Foods		Total Number of Schools	
	Public	Non Public	Public	Non Public
Elementary Schools	494	12	938	55
Middle & Junior High Schools	123	0	156	1
High Schools	139	5	195	19
Special Education Schools	5	0	43	0
Total Schools	761	17	1,332	75
Percent of Respondent Schools with Food Sales	73%	68%		

Table 3

Sale of Extra Food Items in Schools

September, 1975

Extra Food Items Sold	Number of Schools Selling Item at Time Designated					No. Schools Selling Food Item at Anytime*	Percent of Responding Schools Selling Item
	Before School	During Morning	During Lunch Period	After Lunch	After School		
Milk	53	197	402	97	25	455	42.6
Fruits or Juice	10	11	15	12	5	25	2.3
Sandwiches, Soups, Salads	2	7	21	1	2	28	2.6
School Baked Desserts	4	3	6	4	2	14	1.3
Ice Cream	8	13	35	94	10	132	12.4
Packaged Cracker Products	57	62	91	130	74	162	15.2
Doughnuts	3	7	6	7	5	15	1.4
Packaged "Chips"	72	61	99	171	79	232	21.7
Popcorn	25	42	49	121	43	174	16.3
Packaged Cakes/Cookies	43	39	72	102	59	131	12.3
Pretzels, Nuts, French Fries	4	3	5	8	5	12	1.1
Popsickles	4	3	21	41	7	63	5.9
Candy	59	60	115	218	93	281	26.2
Soft Drinks	107	90	155	220	159	287	26.9
Chewing Gum	17	16	27	30	18	41	3.8
Coffee and Tea	4	4	6	2	0	15	1.4

*Not a total, since some schools sell extra foods at more than one period

Table 4

Percent of Schools Selling Selected Foods and Beverages
by Categories and Time Periods

September, 1975

Type of School	Before School	During Morning	During Lunch Period	After Lunch	After School	Total Number Schools Responding
EXTRA MILK:						
Elementary Schools	4.3%	20.7%	34.5%	8.1%	1.4%	767
Middle & Junior High Schools	4.4	11.1	46.7	10.4	2.2	136
High Schools	9.4	15.4	50.3	14.1	7.4	150
Special Education Schools	—	6.7	6.7	—	—	15
All Schools	5.0	18.5	37.9	9.1	2.4	1,068
SOFT DRINKS:						
Elementary Schools	1.4%	.9%	2.9%	9.8%	3.5%	767
Middle & Junior High Schools	12.6	11.9	31.9	40.7	31.9	136
High Schools	52.3	45.0	59.7	57.7	58.4	150
Special Education Schools	6.7	—	6.7	20.0	13.3	15
All Schools	10.0	8.4	14.5	20.5	14.9	1,068
CANDY:						
Elementary Schools	1.3%	1.2%	1.6%	14.6%	2.4%	767
Middle & Junior High Schools	5.2	9.6	26.7	34.1	22.2	136
High Schools	28.2	25.5	45.0	38.3	30.2	150
Special Education Schools	—	—	—	20.0	—	15
All Schools	5.6	5.3	10.8	20.4	8.8	1,068
PACKAGED CHIPS:						
Elementary Schools	1.7%	1.6%	.7%	9.4%	1.4%	767
Middle & Junior High Schools	5.2	3.0	18.5	23.5	11.9	136
High Schools	34.9	30.2	46.3	44.3	34.2	150
Special Education Schools	—	—	—	.7	.7	15
All Schools	6.7	5.7	9.3	16.0	7.5	1,068
POPCORN:						
Elementary Schools	0.4%	2.8%	.7%	10.0%	1.7%	767
Middle & Junior High Schools	3.0	2.2	9.6	10.4	5.9	136
High Schools	12.1	12.1	20.8	20.1	14.1	150
Special Education Schools	—	—	—	.7	.7	15
All Schools	2.4	4.0	4.6	11.4	4.0	1,068
PAC[illegible] CRACKERS ITEMS:						
E[illegible]ry Schools	1.7%	2.4%	.8%	6.3%	1.8%	767
M[illegible] & Junior High Schools	3.0	3.7	19.3	23.0	11.9	136
H[illegible]chools	26.8	26.2	39.6	34.2	29.5	150
[illegible] Education Schools	—	—	—	—	—	15
A[illegible]chools	5.3	5.8	8.5	12.2	6.9	1,068

West Virginia Department of Education
Division of School Food Services

FOOD VALUES OF NUTRITIOUS FOODS AND BEVERAGES SUITABLE FOR SERVICE IN SCHOOLS AS "EXTRA FOODS"(1)

Food or Beverage	Quantity or Measure	Percent of Recommended Daily Dietary Allowance Provided for a Female, Age 11 to 14(2)									
		Calories	Protein	Calcium	Phosphorus	Iron	Thiamin	Riboflavin	Niacin	Vitamin C	Vitamin A
Milk, Non-Fat, Fortified	8 oz.	4	22	30	22	0	20	39	16	0	25
Milk, Skim, Unflavored	8 oz.	3	18	25	19	0	8	32	1	0	0
Milk, Whole, Unflavored	8 oz.	7	19	25	19	0	7	33	1	4	9
Milk, Chocolate, Skim	8 oz.	9	17	22	19	0	8	28	2	0	8
Ice Milk	1/3 cup	3	5	6	5	0	2	8	0	0	2
Ice Cream	1/3 cup	4	5	5	4	0	2	7	0	0	5
Orange Juice, Canned	7 oz.	2	2	1	2	2	6	2	2	89	5
Tomato Juice, canned	7 oz.	2	2	0	3	6	10	5	11	82	23
Pineapple Juice, Canned	7 oz.	1	2	2	1	3	8	3	3	38	2
Grape Juice, Canned	6 oz.	3	0	1	1	2	3	2	1	0	0
Grapefruit Juice, Canned	6-1/2 oz.	6	3	2	2	3	5	3	3	133	1
Orange, Fresh	1 sm.	2	2	3	2	2	8	3	3	111	5
Tangerine, Fresh	1 lg.	2	2	3	2	2	5	2	0	67	11
Banana, Fresh	1 sm.	4	3	1	2	4	4	5	4	22	5
Apple, Fresh	1 med.	6	1	1	2	3	3	2	1	13	4
Pear, Fresh	1	5	3	1	2	3	3	6	1	18	1
Raisins, Dried	1 oz.	4	2	2	3	7	3	2	2	0	0
Dried Beef Jerkey	1 oz.	2	22	1	9	8	2	7	7	0	0
Peanuts, Salted	1 oz.	7	20	1	10	6	6	3	35	0	0
Sunflower Seeds	1 oz.	7	26	6	15	15	31	8	4	0	1
Soy Beans, Toasted	1 oz.	5	13	3	7	7	9	3	2	0	0
Cheese, Cheddar	3/4" cube	3	9	9	6	1	0	5	5	0	5
Cheese with Crackers	4 sm.	13	20	10	10	4	1	1	5	0	5
Yogurt, Plain or Flavored	1/2 cup	3	9	12	10	0	4	17	1	2	2
Crackers with Peanut Butter	8	8	14	1	1	2	1	1	14	0	0
Pretzels	2 oz.	9	13	1	6	4	1	1	3	0	0
Popcorn, Buttered	1-1/4 oz.	7	8	0	7	4	0	2	4	0	0
Chili with Beans, Canned	4 oz.	7	17	4	15	9	3	7	16	0	0
Soup, Chicken Noodle, Canned	1 serv.	2	7	1	2	2	1	2	4	0	1
Soup, Tomato, Canned	1 serv.	3	4	1	2	5	5	2	8	0	0

Exhibit 3

(1) Bowes & Church, Food Values of Portions Commonly Used, J. B. Lippencott Co. 11th ed. 1970.

(2) Food & Nutrition Board, National Academy of Sciences-National Research Council, Recommended Daily Dietary Allowances, Revised, 1973.

Exhibit 4

State of West Virginia
Department of Education
Charleston
25305

DANIEL B. TAYLOR
STATE SUPERINTENDENT
OF SCHOOLS

MEMORANDUM

TO: County Superintendents

FROM: Daniel B. Taylor, State Superintendent DBT.

SUBJECT: Implementation of the November 13, 1975, Resolution by the West Virginia Board of Education Concerning the Sale of Candy, Soft Drinks, Chewing Gum and Flavored Ice Bars in Public Schools

DATE: August 6, 1976

As you know, the above State Board resolution prohibits the sale in the public schools, during the school day, effective with the 1976-77 school year, of candy, soft drinks, chewing gum and flavored ice bars. The Department, with the assistance of the State School Food Services Advisory Council and a State Committee on Nutritional Standards, has developed definitions as follows:

DEFINITIONS

1. Candy is defined as any food item which, as served in its finished form, contains, by weight, 40 percent or more sugar (in crystalline form or in solution as syrup, both monosaccharides and disaccharides) and/or other sweetening agents, or any food product commonly referred to as "candy."

2. Soft Drinks as defined in Section 1, Article 19, Chapter 11 of the Code of West Virginia: (1) "Bottled Soft Drinks" which are all beverages, whether carbonated or not, or any preparations commonly referred to as "soft drinks" of whatever kind, which are closed and sealed in glass, paper or any other type of container, envelope, package or bottle, whether manufactured with or without the use of any syrup, and also (2) any beverages, whether bottled or not, which are prepared from soft drink syrups and powders by the mixing thereof with carbonated or plain water, ice, fruit, milk or any other product suitable to make a soft drink.

   *Except that flavored, fluid milk, as defined in regulations promulgated by USDA governing Child Nutrition Programs, and beverage mixtures which, in the finished product, contain at least 20 percent natural fruit or vegetable juices may be sold.

3. Chewing Gum is defined as a preparation of chicle or other plastic substance sweetened and/or flavored for chewing.

County Superintendents
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4. Flavored Ice Bar is defined as a frozen confection consisting of water mixed with flavored syrups and/or powders, sugars and/or other sweetening agents, binders, stabilizers and/or emulsifiers.

In order to strengthen the nutrition program of the schools and to enlist the cooperation of school faculties, students and parents, the state advisory committees recommend that each county superintendent appoint a County Nutrition Advisory Council which includes representatives from the following groups: county administration, elementary and secondary school principals, teachers, health professionals, school food services, lay citizens and students.

Responsibilities of the County Nutrition Advisory Council should include: (1) recommending guidelines and policies concerning the sales and service of foods and beverages; (2) recommending procedures for checking the nutritional content of foods and beverages sold in schools; (3) advising the county food service supervisors concerning the food service provided under the National School Lunch Act and the Child Nutrition Act.

DBT:sl

Ms. GRAVENMIER. My remarks this morning will be directed primarily to the impact of the West Virginia Department of Education's policy toward the sale of nonnutritional foods in schools.

Recently, the West Virginia Board of Education issued a mandate which, for the 1976–77 school term, bans the sale of four specific food items from the schools. I wanted to explain today some of the reasons behind this decision of the board of education, and to explore some of the possibilities with the group today.

The mandate was issued in November 1975, but knowing that a number of schools systems would need to explore alternative types of foods, it will not go into effect until essentially the school year that we are coming into now, 1976–77.

Our school term generally opens, for our public schools, on September 8, the day after Labor Day, and this is essentially when the policy will go into effect. The board specifically issued a ban for the sale of four food items in the public schools in any location, at any time during the normal schoolday. It did not explore the possibilities of after school activities.

The four food items involved were soft drinks, candies, chewing gum, and flavored ice bars, or popsicles as the trade name we used.

The board issued this mandate after 2 years of study of the situation and perhaps 10 years of being directly involved with various nutritional surveys and various programs in nutrition education within the public school system.

The beginning of the ban, actually, originated in the spring of 1974. At that time, the board passed a policy concerning the sale of competitive foods in the lunchroom per se. At the same time, it explored the educational practice of selling nonnutritional foods in other places in the school building.

There was a great deal of question as to the value of teaching nutrition in the classroom, and selling high caloric, high sugar content foods directly outside in the hallway. At that time, when they issued the policy concerning the sale of foods within the lunchroom during the lunch hour, the board instructed our superintendent, Dr. Daniel B. Taylor, to ask the county boards of education to review their policy on the sale of nonnutritional foods and to make plans for phasing some of these sales of highly concentrated sugar-type foods out.

At the same time, they now requested that our division now call the child nutrition program to do a survey to see exactly what the situation was. The survey was made and found, of the numerous types of extra or snack-type foods which were sold in the public school system, the majority of these were soft drinks and candy and that these were available at various times during the schoolday, as in comparison, shall we say, to special milk which would be available maybe one time during the schoolday at a limited time period.

At the time that the survey was made, in the spring of 1974, we had one county system which did have a policy concerning the sale of nonnutritional foods. That was Mercer County and it still has the same policy.

After this request was issued by the superintendent to review the situation to phase out such sales, we had another rural county board of education which did enact a similar policy and that was the Monroe County Board of Education.

These two counties have had this policy, for, shall we say, 2 years.

In the summer of 1975, Dr. Taylor and the board requested our division to, again, survey the schools. We made the survey and asked them to base their reports on their practices as of September 1975, a year ago.

We again found that numerous items were sold at various times during the schoolday in various parts of the school building. Again, the majority of these were soft drinks and candy with the exception of the two boards of education which had policies limiting this type of service.

After reviewing the survey, and after reviewing our recommendations by our State school food advisory council, the board, then, in November of 1975, issued a mandate which will become effective in the 1976–77 school term.

As I said before, this mandate was based on the surveys done, the request that was made approximately 2 years ago to phase out such sales. Again, probably, I think due to the involvement which the department of education has had as far back as 1960 in various nutritional surveys of the status of the schoolchildren.

The first one was done in 1960 with the cooperation of the West Virginia School of Medicine and the West Virginia School of Dentistry, in certain remote areas, Preston and Webster Counties. At that time, we found results similar to the 10-State nutrition survey which was done in 1969.

Dental problems were acute in our State, particularly with our age 12 and older children. Even going back as far as preschool children, Dr. Schaefer found in his survey that some of our preschool children were essentially 1 year or more behind in growth, as compared to the rest of the Nation. Again, they found dental problems acute, and felt that this might be due to an overconsumption of highly concentrated sugars within the diet.

This, then, is the concept that the West Virginia Board of Education used in initiating its ban.

In implementing its policy for the coming year, in June we secured a consultant, again Dr. Arnold Schaefer, who, of course, is the director of the Swanson Institute of Nutrition. Dr. Schaefer worked with various groups of school administrators, parents, and professional people within the State. He then met with our State nutrition and school food service advisory council and with the Special Nutrition Standards Committee, which has been appointed by Dr. Taylor to develop guidelines for the initiation of this mandate.

The board has issued a list of suggested foods. I feel very strongly that children can learn to develop good food habits. Our recent nutrition education project, which was funded under section 6 of the National School Fund Act, shows that you can make a significant difference in both the child's knowledge of nutrition, and you can change his attitude toward food. You can reduce plate waste of foods, T-foods, or target foods, if you initiate a statewide or a schoolwide nutrition education program.

So, I have felt that these things should come under consideration. We understand from recent research that food habits we develop in our early years——

Chairman PERKINS. Have you found that the preplated meals have the necessary nutrients that are contained in the type A lunch ingredients that we have been accustomed to in the past?

Ms. Gravenmier. The preplated meals?

Chairman Perkins. Yes.

Ms. Gravenmier. In our State we do not use preplated meals to a great extent. We do have one central kitchen which prepares its own preplated meals and sends them out to the neighboring schools. This is Hancock County which has roughly, I believe it is, 18 schools that are within a very close area.

Chairman Perkins. Are they close enough so that you can get them out there while the meals are still warm?

Ms. Gravenmier. They are the cold pack and the hot pack. It is probably 20 miles that most of them have to go.

Chairman Perkins. Your State has very little experience with preplated meals?

Ms. Gravenmier. That is due to several reasons. One is our topography, and another is the fact that we do have kitchens existing in most of our public schools. We do have a few central kitchens in our State, I think. We call them base kitchens because they serve maybe three other schools, or four other schools rather than a whole county.

I really could not answer your question.

Chairman Perkins. I will now call on Mr. Donald Schumacher, Jefferson County School System, Louisville, Ky.

Without objection, your prepared statement will be inserted in the record, Mr. Schumacher, and you may proceed in any manner you prefer. Go ahead.

[Prepared statement of Donald Schumacher follows:]

PREPARED STATEMENT OF DONALD SCHUMACHER, DIRECTOR, FOOD SERVICES, JEFFERSON COUNTY PUBLIC SCHOOL SYSTEM, LOUISVILLE, KY.

The job of today's food service director is not an easy one. Simply stated his job is to provide a lunch that meets one third of a student's nutritional daily needs, is palatably acceptable, and produced at a minimum cost. The problem lies not in the charge, but in outside self-serving interests, the uncertainties of the funding and commodity distribution programs, and an ever increasing administrative requirement dictated by federal and state agencies. Ergo, a simple job becomes complex and difficult.

The Jefferson County Board of Education sees an ever increasing promotional program being directed by commercial food service concerns to convince boards of education and naive and/or lazy food service directors that they can provide a cheaper and better meal than the school system can provide. This simply is not so. By its very nature a commercial enterprise is in business to make a profit. A school system is not. That margin of profit has to take something from the program, either in increased meal costs, or a loss of quantity and/or quality of food provided. We have spent a great deal of time convincing these concerns that we can do the job quite well and on our own.

We also spend time each year fending off food vending machine concerns who somehow convince some of the principals that these machines can generate needed money for them. These machines cut into the student participation of the lunch program, the end result being that some students are nutritionally deprived, and loss of participation affects income to the extent meal costs go up. The Board refuses to permit vending machines in the schools where they would in any way interfere with the lunch program.

By far the best method that a school system can utilize in operating a lunchroom is one that provides for individual lunchrooms, meals prepared, by and large, from scratch, and, except in rare instances, serving only the type A meal. Prepared foods are costly and less tasty. Pre-packaged meals preclude the flexibility of providing for individual needs, and there is considerable loss of nutritional value through most processing methods.

Each year meal reimbursement rates change, and often the rate is not known until the schools have been in operation for anywhere from a month or more. This makes it most difficult to determine just how much the school system will have to provide towards the cost of running the lunchrooms. This same problem holds true for the commodity distribution program. This is a very good program as it provides reasonably priced food as well as food of high quality. However, we never know exactly what foods will be received, when they will be received, nor just how much we'll get. We do get forecasts on some food items, but they are at best only forecasts. This makes it not only difficult to anticipate a budget, but also to prepare menus with any degree of certainty.

It seems that we never see a new school year start but what there has been a change in reporting procedures and forms to be used, as well as additional requirements dictated. All of this costs time and money. In the past this has been a creeping irritant and costly inconvenience. However, this year we have been hit with the ultimate in bureaucratic boondoggle. It is called "full cost accounting." We realize that where money is concerned some control is required, but full cost accounting goes way beyond reasonable accounting, and places a burden and requirement on lunchroom managers and bookkeepers beyond their alloted time and capabilities.

Our central office personnel have attended a number of work-shops on full cost accounting, and still have not completely grasped its complexities. A two day work-shop this month for our lunchroom managers and bookkeepers has resulted in discontent, a fear of inability to handle full cost accounting, and already five of our managers have quit because they believed the additional workload and complexity of full cost accounting was more than they could handle, and we anticipate we'll lose more.

These are good hard-working women, and good in their jobs, but they simply lack the experience and/or education to cope with so complex and detailed reporting system. We will have to comply with the full cost accounting requirement, but we're sure confusion will reign. We are also sure it will require considerable additional time for both the lunchroom managers and bookkeepers, with the attendant cost generated by the additional time for these workers.

Another facet of full cost accounting that bothers us is that reimbursement rates are based on meal costs. In other words a school system that operates an inefficient and costly lunchroom will get proportionally a higher rate of reimbursement rate than a school operating efficiently. This begs for inefficiency.

We have prepared a separate report on full cost accounting, with some recommendations. We are sorry we cannot provide each member of the committee with all the forms required by full cost accounting, but the two sets are all we have at this time.

STATEMENT OF DONALD SCHUMACHER, DIRECTOR, FOOD SERVICES, JEFFERSON COUNTY SCHOOL SYSTEM, LOUISVILLE, KY.

Mr. SCHUMACHER. Thank you, Mr. Chairman.

I would like to answer the last question you asked the lady from West Virginia as to whether or not the prepackaged meal provides the required nutrition for the student. Was that the question?

Chairman PERKINS. Yes.

Mr. SCHUMACHER. We have had experience, as you know, being from Kentucky, with the former county schools and the former city schools having the two separate types of operation. The former city schools, of course, having prepared foods, prepackaged foods, and the county schools having foods prepared from scratch.

In my opinion, prepared foods and prepackaged foods do not really provide the nutritional requirements that the child should have for the simple reason that every step in the process of preparing foods, it loses a certain amount of nutrition in that food.

Now, if you prepackage a food, you freeze it. You maintain it for a period of time, then you take it and reheat it. You lose a certain amount of nutrition in that food;

I would say that in most instances where you prepackage a food, you prepackage that food with a minimum amount that the Federal regulations require you to use. Therefore, when you maintain that for a period of time, you reheat it, and reprocess it, you lose a certain amount of nutrition, which, of course, is not desirable.

So, for this reason, we have taken the former city schools over last year, and we have changed the whole concept of feeding. We now prepare all of our foods from scratch with the exception of the fact that we did have to take some of the prepared foods that were in stock and on-hand in the warehouse, and had to use them up last year.

This year, we have utilized, or used up all of those foods, and we will now prepare almost totally from scratch.

Another subject that was brought up was the use of vending machines and miscellaneous food items in the school sysem. We had banned these machines and miscellaneous foods being sold in the school lunchroom or in the school for the simple reason that we found that where we have these in the school system, it takes away from the school lunch program.

The children will buy these candy bars, they will buy these other foods. Therefore, they will not buy the type A meal for which we receive Federal reimbursement moneys, for which we receive Federal commodities. When you lose this volume, this raises the cost per meal that you have prepared. Therefore, we have to charge the student who does buy his meal considerably more money.

So, rather than go through that process, we have banned the junk foods, and other food items even though they may be nutritious, from the lunchroom operation. Also we have banned a la carte.

On the a lar carte program the Federal Government will not reimburse us. So we lose that reimbursement money again, and we lose the Government commodities. What happens there is that the child who can afford a la carte, can buy a meal. The child who is on the free lunch program gets a free lunch. But the middle-income child has to pay considerably more for his meal.

I have indicated in my prepared statement some of the concerns we have in the lunchroom operations in the State, specifically in my lunchroom operation. It seems as though, since I have been there, every year the regulations change. The forms that we use change, on which we have to report. The reporting system changes. The requirements are increased considerably every year. It is sort of a creeping thing.

This year we were hit with probably the biggest bureaucratic boondogle we have ever had in the whole history of cost accounting. I have presented up there two copies of the forms, a set of forms that we will have to use in the full cost accounting system.

I have had about 2 years to prepare my people in the central office for this full cost accounting system. I have sent them to workshops. They have studied the system, and they still are not completely satisfied that they can handle it.

I had a 2-day workshop this month with all of the managers, 153 of them, all the managers, all the bookkeepers in the school. As a result of this 2-day workshop, I tried to explain the system to them, but came away frustrated, frightened that they cannot handle it.

I have had five managers who have already resigned, saying that they cannot handle the situation. I anticipate losing more.

I am sure that it would take me considerable time to go into the reasons why I feel full cost accounting is unnecessary. But I think when you look over the mass of paperwork that we have to prepare each month in order to satisfy the requirements, you will see what I am talking about.

It will take a CPA, in my opinion. I do have a CPA on my staff, who is thoroughly confused as to how to handle the situation. So you can understand why these women, who are not capable either by training or experience, are not capable of handling such detailed process of accounting, would be frightened by the system.

I feel that this coming year of our administration we will have a lot of frustrations. I am not sure that we will be able to handle it, but we will try.

Incidentally, also, I am having to hire additional bookkeepers as a result of this, and the schools pay extra time for them. I am sure that some of the managers, and some have already asked, will ask if they can have a half-hour or an hour a day in order to handle the paperwork that this is going to generate. I am sure that I am going to have to come through and pay them that extra money.

I don't know what the statistical data will do for the State. It does not do anything for me. I am not concerned with the breakdowns they ask me for. I am concerned with how much the meal costs me. How I buy cheese, how I buy meat, and how I use my milk in the food service program, as long as I meet the nutritional requirements set forth by the Federal Government. That cost is all that concerns me, and not the breakdown of the cost. I am not concerned with that. It probably looks good statistically to somebody, but it does not affect me at all.

I also have to go and give them the indirect costs for lighting and other things that the board pays for. How to figure these costs out is almost impossible. I don't have separate meters for my lunchrooms. So, therefore, we have to go out and guess as to how much we can charge against the meal cost for these costs.

Now I can juggle these figures to meet my needs. If my reimbursement base goes down, based on full cost accounting, all it does is cause you to juggle your figures. In addition, full cost accounting will pay on a pro rata basis to each school system, based on the need or the cost of those meals.

What this is going to do is this: In a school system that is operating efficiently, has a lower cost per meal that they are putting out, they will get a lesser reimbursement rate than the system that is operating inefficiently and has a higher cost of operation. So, therefore, it makes for inefficiency in my opinion.

I think that there should be a better system than what they are using in that operation.

I don't know whether this satisfies the committee, but if they have any questions, I can ramble on for some considerable time here. I think that you may have some specific questions, and rather than have me talk here, I would prefer, if you have something that you are concerned with, you could ask me any questions you have on the lunchroom operations.

Mr. MILLER. Thank you. I think that what we will do is that we will move on to Mr. Harwood, president of the Mass Feeding Corp. Then, we will see if the members of the committee have any questions they want to direct to you.

STATEMENT OF TOM HARWOOD, PRESIDENT, MASS FEEDING CORP., CHICAGO, ILL.

Mr. HARWOOD. Good morning, and thank you.

My name is Tom Harwood and I am president of Mass Feeding Corp., a subsidiary of Jewel Co., located in Elk Grove Village, Ill.

The Jewel Co. has been involved in the handling of food and food distribution systems since its inception as the Jewel Tea Co. in 1899.

Mass Feeding Corp. (MFC) was initiated in 1969 for the express purpose of providing a hot lunch alternative system for those elementary schools that lacked onsite food preparation facilities.

Many of these schools are located in the inner cities, and are older schools, and do not have the physical capability of providing any type of hot lunch program.

Since our inception, we have grown to serve about 1,000 schools in approximately 80 cities, including New York City, Chicago, Detroit, and right here in Washington, D.C. Most of the time our system is used in combination with other types of feeding systems within a school system.

More than 90 percent of MFC's clients have expressed satisfaction and acceptance of the products being served, and demonstrated that through the repeated purchase of products for several successive school terms.

The packaging of MFC products is subject to continuous onsite inspection by the U.S. Department of Agriculture. Strict specifications are used and consistently met by responsible major food processors who supply food products to be served in MFC lunches.

We have a professional staff of food technologists and microbiologists, and food chemists that implement extensive quality control procedures, devoted to providing food products that are not only wholesome and nutritious, but that also satisfy sensory and esthetic requirements.

Student taste panels, and objective physical-chemical tests are employed to assure the continuous maintenance of uniform quality and high acceptance.

Only the best of foods available are used in MFC products in accordance with the specifications of our customers. Fortified textured vegetable protein and protein fortified pasta products are employed for product enhancement in accordance with Food and Nutrition Service regulations. Only naturally occurring food materials are used.

Additives within MFC foods are rigidly restricted to only those essential to provide safe, wholesome and acceptable products. Adulterants or additives to mask quality attributes are not used in MFC products.

Food ingredients and assembled lunches are extensively analyzed in our laboratory to assure the absence of harmful pathogenic microorganisms. The results of these analyses are continuously compared with the results of the independent testing laboratories.

These tests are run on raw materials, finished products, and at the completion of assembly prior to the distribution to schools.

Advancements in scientific quality assurance procedures are continuously reviewed and adapted through consultation with the Food Research Institute at the University of Wisconsin and Massachusetts Institute of Technology.

After being fast frozen, all MFC products are stored and distributed at temperatures maintained from minus 5 degrees to minus 10 degrees. Strict sanitation practices are followed throughout the assembly, storage and distribution functions. MFC sanitarians monitor sanitation results and independent audits are conducted by the American Institute of Baking and the American Sanitation Institute.

MFC frozen lunches are delivered to schools on the morning of service, or the day prior to service if the school is equipped with a holding freezer. Just prior to lunch time, the meals are heated to serving temperatures.

While the amount of processing employed in unitized frozen lunches is not substantially different from that employed in onsite kitchens or in bulk-satellite programs, freezing has the distinct advantage of coming closer than any other known method to maintain food in its fresh and natural form.

Nothing inherent to the unitized frozen lunch system precludes serving foods that are as nutritious and wholesome as alternate systems. Indeed, it may be the optimum system because of its unique ability to provide consistency and uniformity.

Through sophisticated high-speed assembly techniques, MFC's central assembly center yields substantial improvements in the productivity of human and energy resources as contrasted to systems utilizing multiple, geographically dispersed kitchens.

The additional energy required to freeze and reheat MFC products is small compared to the energy savings associated with volume preparation at a central location. The consolidation of transportation requirements achieved by school systems that purchase complete meals further conserves scarce energy resources.

During and after the consumption of our products, a team of MFC-trained field representatives obtain direct child responses to the lunchroom experience. Preferences and consumption patterns are observed and recorded to guide continuous improvements in menu acceptability. We are highly sensitive to children's viewpoints, and we recognize that sometimes adult-oriented opinions may not necessarily reflect the viewpoints of children.

The frozen unitized lunches have brought forth a school lunch alternative having the following advantages:

Since in-school facility needs are minimal, hot lunches can be served where none were served before.

The wholesomeness and quality of products served is subject to a high degree of control for consistency and uniformity.

Freezing is the method of choice for the preservation of nutrients.

The costs of lunches are minimized through the efficiencies of high-volume productivity.

The current limitations with frozen unitized lunches include:

While assuring that all children receive type A requirements, the uniformity of portion sizes limits flexibility in varying serving quantities among age groups and grade levels.

A limited choice of food products or product combinations is usually available on any given service day.

We strongly suggest and support the following activities necessary to the effectiveness of all school food service systems:

We believe that students at all grade levels should be involved in menu planning.

Teachers, parents, and other suitable adults within the community should actively participate in the lunchroom experience to effectively influence menus, the environment, and student eating habits.

Nutrition education should be provided in the classroom and extended to the lunchroom.

There are, indeed, many fine cafeterias and many fine kitchens offering onsite food preparation in public schools. Unfortunately, many elementary schools throughout this Nation have, for years, been unable to offer their students any type of hot lunch program.

The vast majority of schools serviced by MFC offered either no lunch or a brown bag cold lunch program prior to the introduction of frozen unitized lunch programs. Most of these schools are located in urban areas where school lunch is a very important part of children's diets.

At MFC, we feel that we share a responsibility with the parents, educators, and concerned communities in bringing excellence to the experiences of the school lunch. Our objectives are to fulfill this responsibility by making available wholesome, nutritious foods that children enjoy eating and at prices taxpayers can afford.

We invite and welcome all suggestions that can assist us in meeting these objectives, and welcome the opportunity to be here this morning. I would be pleased to answer any questions that you may have.

Chairman PERKINS. Let me ask a question of all of you, ladies and gentlemen. Since we enacted this school lunch bill last year, and the regulations undoubtedy have been issued, have you been able to operate under the new regulations, or will you be operating under the new regulations the first of the school year?

You answer first, Mr. Schumacher.

Mr. SCHUMACHER. The first of the school year, we will start operating.

Chairman PERKINS. When did you receive those regulations?

Mr. SCHUMACHER. I received them less than a month ago formally.

Chairman PERKINS. Do you feel that the regulations are in conformity with the law, if you have read the School Lunch Act?

Mr. SCHUMACHER. Yes.

Chairman PERKINS. What percentage of your students in Jefferson County will receive free and reduced price lunches?

Mr. SCHUMACHER. I would say around 30-some percent, since we have taken over the innercity school system.

Chairman PERKINS. Under the new regulations—let me ask the lady from West Virginia—what percentage of your pupils, elementary and secondary grades, will receive free and reduced price lunches?

Ms. Gravenmier. For the past number of years, approximately 50 to 55 percent of the meals we serve, are served free or reduced.

Chairman Perkins. Throughout the entire State.

Ms. Gravenmier. Yes.

Chairman Perkins. How will it change under the new regulations?

Ms. Gravenmier. We have a somewhat larger increase in reduced price meals, somewhere between 2 to 5 percent, I would say, roughly.

Chairman Perkins. About 65 percent.

Have you made an estimate in Chicago under the new regulations, the other gentleman?

Mr. Harwood. I really cannot respond for a school system, but within the meals that we assist with, we believe that 75 percent of the lunches that we serve are free lunches. I don't know what percentage for the city of Chicago.

Chairman Perkins. That is for the city of Chicago?

Mr. Harwood. No, that is total for our company.

Chairman Perkins. In total for what?

Mr. Harwood. For the lunches that we provide to schools, to be served to students. We believe that 75 percent of them are served by the school system under the free lunch program.

Chairman Perkins. Is that free and reduced, or is that free?

Mr. Harwood. I have no idea what the reduced quantity is. I don't know.

Chairman Perkins. Mr. Miller, go ahead.

Mr. Miller. Thank you, Mr. Chairman.

The gentleman from Kentucky, you mentioned that you closed down the a la carte line because you do not receive reimbursement. Did you have other problems with the line?

Mr. Schumacher. Of course, serving a la carte takes more time and more money to prepare than if you serve the type A lunch. Therefore, your meal costs must correspondingly go up for the type A meal also, because you are taking that person's time to prepare a la carte.

Of course, if you charge too much for a la carte, you don't have an a la carte system. If you want to have an a la carte system, you have to charge a reasonable price. So rather than fool with the thing, I took it away, because it took away from the type A meals.

As I said before, the child who could afford the a la carte, could buy the a la carte. The child who gets a free meal, gets a free meal. But the costs have gone up for the type A meal, so the middle-income child would have to pay more for his meal.

Chairman Perkins. You could get reimbursement for a la carte?

Mr. Schumacher. I would consider it, then. But right now I get no Government commodities nor reimbursement money for that a la carte program.

Mr. Miller. Mr. Harwood, it was mentioned here that the nutritional standards that are generally abided by in terms of the preplated lunches, are the minimum standards at the beginning of the process. If you freeze and reheat, you fall below the standards.

This charge has been made time and again in this committee by, I guess you would call them independent nutritionists. Do you agree with that statement?

Mr. Harwood. We use, in determining the quantity and the input of foods into our lunches, the handbook Buying Guide, or Handbook A. It is a guide published by the Food and Nutrition Service that suggests quantities to provide specific nutrient outputs under fresh, canned, and frozen techniques.

Quite frankly for many, many foods the answers to what happens to the nutritional input under various kinds of storage and handling conditions is not readily available or clear. It is clear that freezing is the preferred method for preservation of nutrients inputs, when foods need to be preserved.

Mr. MILLER. What is your cost of production per meal, generally?

Mr. HARWOOD. Are you asking for the food costs?

Mr. MILLER. What does it cost you to produce a meal?

Mr. HARWOOD. The total cost of putting a meal together is very close to about an average of 40 cents. Close to 40 cents.

Mr. MILLER. That is your cost?

Mr. HARWOOD. Yes.

Mr. MILLER. What do you sell them to a school district for?

Mr. HARWOOD. Very close to 40 cents. Again it depends on the menu composition. We have available approximately 80 different menu combinations. It would really depend on the specific menu combination, or the specific items looked for.

We do add a margin into the product to attempt to have a reasonable return, and attempt to continue investment in our program.

Mr. MILLER. What is the margin?

Mr. HARWOOD. The margin is about 12 percent.

Mr. MILLER. That is what you expect on each meal prepared. So you don't prepare them for 40 cents, and sell them for 40 cents?

Mr. HARWOOD. No.

Mr. MILLER. What do you sell them for?

Mr. HARWOOD. Approximately 40 cents is what we sell them for. What we prepare them for, the total cost involved prior to development is approximately 88 percent of the retail price.

Mr. MILLER. We would like to pursue that. Would you supply those figures to us because we have heard time and again that school districts can compete with your costs starting from scratch, and that they can provide a better meal. It was suggested as recently as yesterday, perhaps we ought to put a ban on preplated meals. So it is not an industry without some controversy, it was suggested.

You can answer any of these charges, if you desire to. It has been suggested time and again that at the outset of the contract, or while the contract is being negotiated, the meals are fairly decent, and then they tend to deteriorate throughout the school year. Portions grow smaller, and the nutritional value, however, you measure it, is less. In general quality is down, although this may not apply to Mass Feeding Corp. You are well able to defend your company.

But these are the general statements that have been made about the preplated operations throughout the country. Statements indicate that it simply does not measure up to where we can provide meals on onsite facilities.

Mr. HARWOOD. I would like to say that I don't think you would find any of our customers, the people who have experienced our services, have experienced that. I know you have heard from Mr. Stewart here in Washington, D.C., whom we have worked with.

Mr. **Miller.** So your defense is that you have 1,000 satisfied customers.

Mr. **Harwood.** We feel we do.

Mr. **Miller.** When you outlawed the sale of junk foods, confections I guess is the way the industry refers to them, what was the reaction of the students initially, and later on, I guess that we would have to have both.

Ms. **Gravenmier.** We outlawed the sale of only four items, and supplied a listing of alternative items. We had quite a group of students who misunderstood the band and felt that there would be no available "snack item" within the schools.

The reaction of students has been mixed. In counties where the county board has supported the West Virginia Board of Education mandate, and where they have worked with our student body, the student reaction is favorable as long as they have some type of alternative food items available to them, more nutritional items.

We suggested, for example, that they serve juices. Make available to the children juices, and popcorn, and various types of preportioned or prepackaged items which would contribute to the nutritional quality of their diet.

Mr. **Miller.** Fruit, apples, and oranges, are all these things made available in the vending machines and snack bars?

Ms. **Gravenmier.** That will vary throughout the State. We have not really addressed the problem of vending machines per se.

Mr. **Miller.** What are the four items that you removed, again?

Ms. **Gravenmier.** Soft drinks, candy, chewing gums, and flavored ice bars.

Mr. **Miller.** Do you have any children who have been run over while going to the corner store to pick up those items, which are no longer available in the schools?

Ms. **Gravenmier.** It does not become effective until the next school term coming up. So I cannot answer that question. In the two counties where these items have not been available, no, we have not.

Mr. **Miller.** We have heard from another witness that if you outlaw those items in the schools, the children are going to be hit by cars on the way to the corner store.

Ms. **Gravenmier.** In our State, the charge has been made also.

Mr. **Miller.** So you don't really know what the full reaction is going to be. You have not been through it. Is that what you are saying?

Ms. **Gravenmier.** I am not without experience. I am a parent, and I have five children, four of whom are in the public school system. Their reaction is that they like these things, and if we have them in the refrigerator, they will consume them.

However, if you have juices and milk, and some of these other food items instead of those, they will very gladly consume those instead.

I do have a daughter who is out of school, and she did attend a very urban school where numerous items were available at that time. She, at the age of 22, is having some problems with variable blood sugar, borderline diabetes, that sort of thing.

It is difficult for a parent to control what their children are eating in the secondary school system, if there are certain items available that the parent would prefer that they do not consume.

Mr. Miller. Thank you.

Mr. Harwood, what other entities does Mass' Feeding Corp. provide for? Do you do it for hospitals?

Mr. Harwood. No, we don't. The only customers we have, and the only customers that we serve are elementary schools, elementary schools only.

Mr. Miller. Do you know whether or not you prepare meals for schools that have onsite facilities, who have changed over to your program?

Mr. Harwood. I know of none. In all the schools that we serve, where they closed the kitchen and converted to our type of program. Is that your question?

Mr. Miller. Yes.

Mr. Harwood. I am not aware of any situations of that nature.

Mr. Miller. Yes, Mr. Schumacher.

Mr. Schumacher. They did, in the former Louisville school system, they changed over. They had kitchens, and they changed over to this type of feeding.

Mr. Miller. Not to Mr. Harwood's service?

Mr. Schumacher. I thought that you meant in general. I don't know what they did. They merged with us last year when their school system went broke, and we took them over. When we took them over, this method of serving food had gone in the hole to the tune of $1.8 million. That is what they owed the board.

We took them over, and we went back again. I had to go and buy a lot of new equipment in a lot of instances, and repair a lot of equipment already set up. For example, they had dishwashers sitting there brand new, that they had never used.

They were serving on paper plates, and using plastic forks and spoons. This year, kicking over that system, and doing all this work, we still cleared $83,000 and putting out the meals. They had a lot of complaints on the meals before.

Mr. Miller. Do you know who the contractor was?

Mr. Schumacher. I have heard the name, but it has slipped my mind. I could not tell you exactly who it was. It was a local concern there.

They used him, and he supplied the prepared foods. They heated those prepared foods in the kitchens to a certain degree. They also prepared certain salads, but by and large they did no cooking at all. They used a mixture of the system.

Mr. Miller. Let me make sure that I understand you correctly.

This year, you claim, that in Louisville you cleared $83,000?

Mr. Schumacher. The year before that, when they had operated under that system, the man who was keeping the books for them told me that they lost approximately a quarter of a million dollars in that operation a year.

Mr. Miller. What is your understanding or belief of why that happened?

Mr. Schumacher. It was poor management, poor buying, I think. I did not try to dig in too deeply. What I tried to do was to straighten it out without creating too much of a problem.

Rather than creating a lot of problems, I went about it without trying to find blame, or placing blame. I merely went about the business of trying to run a good operation.

My chief complaint, of course, other than the cost of the thing is that you lack the flexibility in a prepared meal, the prepackaged meal, of feeding that child what he needs. Now, when they come in and say: "We will meet certain standards. We will prepare this meal, prepackage it. We will give you 2 ounces of protein in elementary school, and 2½, maybe, in the middle schools, and then 3 in the high schools," that does not necessarily meet the requirements of that child.

When that child comes to you in the grade school, maybe he needs more food, he is smaller than a child coming behind him, but you have no flexibility. You give that child exactly what you give the child who needs less, and he is a child who needs more.

When you have the hot foods there, you can meet that flexibility. With the prepackaged lunch, you do not meet the needs of the child. You meet the needs of the person who is preparing that food, and making a profit from it. The school system is not in the business of making a profit.

Mr. MILLER. Do you allow the children in your system to come back for seconds?

Mr. SCHUMACHER. Yes.

Mr. MILLER. Do they?

Mr. SCHUMACHER. Yes. What I try to do, because you have 153 managers, you understand, you try to set up a system of operating a certain way, and you are going to have people who are going to fail you.

What I try to teach these managers is, when the child comes through try to give him what he needs and what he can really eat. After a while, the lunchroom manager pretty well knows the child, having served him for a period of time. For that reason an operation like that meets the needs of the child because the woman, by and large, lives in that community. She knows the children, and she knows what they will eat.

Our schools prepare their own menus. No two schools have the same menu. I merely review them to see that they meet the nutritional requirements. They know what the children in that community will eat. So they prepare the meals that the children in the community will eat.

They know the child. They know his needs. They service those needs. They don't serve him because they are making a buck.

Mr. MILLER. What does it cost you to prepare one of those meals?

Mr. SCHUMACHER. I hesitate to tell you, since he said that he prepares them for 40 cents, but with the commodities that I receive, and the reimbursement rate, it runs me pretty close to 70 cents, paying all my labor and what-have-you. For the elementary schools, it costs me a little less.

Mr. MILLER. Is that about your cost, Ms. Gravenmier?

Ms. GRAVENMIER. Roughly. Of course, I am speaking on a statewide average, which has more variables in it than a single system. The food costs, the costs of purchasing the food, not counting the value of the commodities, of course, was running in some of our larger systems roughly 40 to 45 cents last year. I don't have any prices for the current school year as yet.

But our per meal cost when we calculated it at various times last year was in the neighborhood of 75 cents. Of course, we have fairly high labor expenditures due to some State regulations concerning that.

Mr. MILLER. Thank you.

Mr. Hall. Both of you have mentioned that you cannot compete with the price. Is a lot of your food purchased locally from the local vendor, like produce?

Ms. Gravenmier. The methods of purchasing vary considerably from county to county because of the topography of our countryside, and the availability of manufacturers and dealers within the State.

We do have several counties who do purchase on a centralized basis. Naturally, their costs would go down. Then we have one county warehouse, and its costs will be the lowest. Another county has a dropoff point, and its cost runs slightly higher in purchasing.

Mr. Hall. Yes, Mr. Schumacher.

Mr. Schumacher. When you say that you can't compete, I would like to ask him what the schools charge for that meal, but not what he charges the school for it, because you see you have a certain amount of built-in labor when it reaches that school which you have to pay for also.

In a lot of cases, you have to reheat that meal once it gets to the school. Therefore, the cost goes up, you see.

Mr. Hall. Yes.

Mr. Harwood, could you speak to that for a moment?

Mr. Harwood. My impression is, because I do not have accurate cost data in terms of what the schools are charging, indeed maybe many of them don't have accurate data on it either, our impression is that the serving, the cost for the labor and the time to prepare the meals ranges from about 7 cents for lunch up to about 14 cents per lunch depending on how many students are involved in the particular school.

Mr. Hall. That would bring the cost up from 40 cents to 54 cents.

Mr. Schumacher. We charge 60 cents, 55 cents and 50 cents.

Mr. Hall. You mentioned in your testimony, and I find it interesting, that you have student taste panels. Can you spell that out a little bit for me. When, and how often you have a student taste panel?

Mr. Harwood. We do that in two ways, and for two different purposes. We have student test panels that we conduct actually in schools where we are servicing. When we are developing a new menu item, or introducing a new kind of product, to get evaluations. We use all kinds of survey techniques to get indicators of what the taste preferences are as it applies to the new product.

Then we also have a series, or a team of field service representatives that are employed by MFC for each district that we serve. Every day that we are serving, every day, they go out into the schools with a specific format of observations to look for. They monitor continually, daily, the acceptance and the preferences of the children.

Now, for example, if we are serving in Peoria, Ill., our representative there is in the schools every day we are serving, and rotates from one school to another constantly monitoring the acceptance of that food and the preferences of children.

We find that the preferences change over time, and change by geographic areas, and change sometimes by grade level.

Mr. Hall. You say on page 4, "We are highly sensitive to children's viewpoint and are aware that adult oriented opinions may not necessarily reflect children's preference."

I have been in shopping centers and foodstores where they would hand me little bits to sample myself. I think that maybe a child, and

I know that I would not want to offend anyone on that occasion by telling them that their product did not satisfy me, don't you think that children might try to please.

I would not want to think that you would exclude adult oriented opinions. I mean adults from the standpoint of parents, or adults from the standpoint of those that are dispensing the food.

Mr. HARWOOD. I would certainly agree with you, and we don't exclude it. Indeed, we think that involvement of adults is necessary to having good menu development. What we are saying, however, is that this is not enough. The children's viewpoints are the most important viewpoints and the most critical ones when it comes to whether they like the food and will they eat it.

We find that many times, food that we think children will like in an adult taste panel, we get surprised, and the children don't like it, or vice versa. Things that the adult panel did not like particularly, the children did like it.

We have also found that children, although they do like to please, many times are not only candid, but brutally candid.

Mr. HALL. They are very honest, I would not argue with you there. I have a 3-year-old and a 5-year-old, and their taste patterns, most of the time, are not alike at all. That would lead me to another question.

What do you have on a given day as far as a menu choice is concerned? Do you give them one choice, two choices, three choices?

Mr. HARWOOD. I think two things, two key factors limit the flexibility of frozen unitized lunches. Those are really the inability to vary portion size by grade level, that is true, by age group.

While you can provide a high degree of consistency and uniformity in the product, it is difficult to have the ability to vary portion size by grade level, and it is also difficult to have choices on any given serving day. Those are the limitations within the program at the present time.

Mr. HALL. On most given days, would there be a limit on the one choice that day, or do they have two choices?

Mr. HARWOOD. Many schools would have only one choice on any given day, however, they develop the menu. Some of them have two, but most do not. Most prefer to go with one choice of entree on any given day.

Mr. HALL. Other than taste panels, you have mentioned also in your testimony that students are involved in menu planning. Is that taste and menu combination approach?

Mr. HARWOOD. That is taste and menu combinations, and frequency of serving a popular item, and changes in frequency of serving of popular items.

We find that there are specific regional differences. The taco item is well accepted in some areas, and not so well accepted in other areas. In Washington, D.C., the type of frankfurter that we offer has a smoked flavor to it. In Chicago the children would not like that particular smoked flavor. There are differences.

Mr. HALL. There are days when they have hotdogs?

Mr. HARWOOD. Certainly.

Mr. HALL. I have no further questions, Mr. Chairman.

Chairman PERKINS. Let me ask you, Mr. Harwood, what percentage of the school lunches in the Chicago elementary and secondary schools does the Mass Feeding Corp. serve?

Mr. HARWOOD. In the secondary schools, none. In the elementary schools, I think it is about 5 or 6 percent of the total service.

Chairman PERKINS. About 5 or 6 percent. In other words, how many lunches do you average serving there each day in the elementary schools?

Mr. HARWOOD. About 20,000 per day.

Chairman PERKINS. The cost of those lunches, the money that you receive per lunch is how much, let us get that straight?

Mr. HARWOOD. In Chicago it is approximately 43.5 cents per lunch.

Chairman PERKINS. That is the amount that the city of Chicago, the board of education turns over to you?

Mr. HARWOOD. That is correct.

Chairman PERKINS. Do you get any other emoluments, or any reimbursements funds of any kind from anyone else, other than the 43.5 cents?

Mr. HARWOOD. No.

Chairman PERKINS. How long have you been serving these elementary students?

Mr. HARWOOD. Since 1970.

Chairman PERKINS. Since 1970.

Mr. HARWOOD. In Chicago, we have been serving since approximately 1971.

Chairman PERKINS. It is in those areas where they do not have facilities to prepare the hot lunches. Is that correct?

Mr. HARWOOD. That is correct.

Chairman PERKINS. Is this the inner city of Chicago?

Mr. HARWOOD. Yes, it is.

Chairman PERKINS. I have another question that I would like to ask the lady from West Virginia.

To what extent have you served any lunches in connection with the summer feeding program?

Mr. HARWOOD. The summer feeding program, we specifically put together frozen, unitized meals that are not typically used in the summer program. It is more sandwich type items, and we are not in that business.

There is one summer program that we are involved in where they use frozen unitized lunches, and that is here in Washington, D.C. The reason that we are involved in that one is because that program is conducted in the schools.

Chairman PERKINS. It is conducted in the schools. You are not connected with the summer feeding program in the city of Chicago?

Mr. HARWOOD. No.

Chairman PERKINS. What do you receive per lunch for the summer feeding program here in the District?

Mr. HARWOOD. I would have to look at the contract to make sure that I was giving you an absolutely correct number. It is approximately 37 cents a lunch. It would be within a penny of that number.

Chairman PERKINS. To what extent has the State of West Virginia taken advantage of the summer feeding program?

Ms. GRAVENMIER. Mr. Chairman, I am pleased to announce that our summer feeding program has just about tripled this summer.

We do do some mass or satellite feeding, we do perhaps a higher percentage in the summer months.

However, to my knowledge, the largest number of children benefiting from the package meal would be in the Kenard County area, and those are prepared by a high school under the public school system and sent out to the playgrounds. They are a "bag-type lunch item."

Chairman PERKINS. Let me ask you this question. Who are the sponsors of the summer feeding program in general, in West Virginia? Is it the schools? Are the schools involved in most of the sponsoring?

Ms. GRAVENMIER. The schools are involved in providing the meals. Most of the sponsors are city recreation programs, YMCA, 4-H, this type of civic organization.

Chairman PERKINS. You have not had any complaints through any of your departments that any of the money has been wrongfully used, or anything of that nature?

Ms. GRAVENMIER. We have had four to six people monitoring the situation through our State office, and the results look good. We have done some plate-waste studies recently on some of the summer meals, and we do find that when they are packaged and sent out in standardized portions, and we are serving from a 4-year-old child up to a junior high school-age child, you do have high plate waste in the prepackaged type of lunch.

Chairman PERKINS. You have higher plate waste from the meals that are prepackaged?

Ms. GRAVENMIER. That is correct, because you cannot vary the portions. You have no idea which child is going to get this particular meal. You only have one choice.

Chairman PERKINS. It is mainly among the the smaller children.

Ms. GRAVENMIER. I would say so. Also menu items would have a great deal to do with it. We had particularly high plate waste when the item was a bologna sandwich served on a hamburger bun. We felt that probably it was the menu item itself.

Chairman PERKINS. One further question. The school lunch program, of course, is for all the children, including the free and reduced. What percentage of your schoolchildren in the State of West Virginia are presently taking advantage of the school lunch program?

And to the ones that are not taking advantage of the school lunch program, or the breakfast program, what have you done in that direction to make sure that those youngsters in need take advantage of the program?

Ms. GRAVENMIER. We do everything that we can think of. We have, counting the secondary and elementary schools, on the average, I do not have a breakdown on elementary versus secondary schools, roughly between 66 percent to 70 percent, who do participate every day in the State of West Virginia. That would be 66 to 70 percent of the children enrolled in the schools.

Of those, as I have said before, two out of every five students have applied for, and have been approved for a free and reduced price meal.

Chairman PERKINS. What about your breakfast program, to what extent is your State taking advantage of that?

Ms. GRAVENMIER. Last year we had, I believe the final figure was 383 breakfast programs. This number will increase quite a bit this year.

I don't have a count on that as yet. We do have several counties who are going, on a countywide basis, with the breakfast program.

Chairman PERKINS. Do you feel that the average classroom teacher in your schools, and the principals throughout the State are considering, today more so than a few years ago, that the school lunch program, and the breakfast program are just as important as other studies that they may take in the classroom.

Do you feel that they are becoming more conscious and realize the value of the program, more so than they did a few years ago?

Ms. GRAVENMIER. Yes, I would say they are. We still have many who remain to be convinced. When we worked with 45 large elementary schools during the school year 1974–75 on the nutrition education project, an evaluative project, many of the teachers expressed the feeling that they really had known very little about the child-feeding programs which were available.

Once they understood the reasoning behind them, the nutritional standards which were followed, and some of the policies were explained to them, they became some of our strongest supporters.

Chairman PERKINS. I think that in one sense of the word, this is an area where the schools have been derelict, more so several years ago than today.

Ms. GRAVENMIER. That is true.

Chairman PERKINS. Because so many principals were not even interested in the school lunch program. I have chatted with them before this committee in the years gone by, and I told them that if they did not do something about it, we would have to exercise more oversight. We would have to come out into the communities and make the people, the PTA's, and so forth, more conscious of the great values of the school lunch program.

We have called in PTA organizations throughout the country trying to stress the contributions that they could make in this area, in especially getting these needy children fed. We feel, and that is my personal feeling, that we are doing a better job throughout the country.

The classroom teacher, the principals, the nutritionists, everybody is getting involved, but we still have a long way to go. Under the new bill, the new regulations produce the liberalization of the law insofar as the reduced price program is concerned, the breakfast program. It would be my hope that we would take full advantage in the areas that need it.

Of course, in order to have a good free or reduced price program, you have to have a strong regular program in my judgment.

Do you have any comments? I will ask the gentleman from Jefferson County now.

To what percentage are you participating, and how can we improve the program?

Mr. SCHUMACHER. My last statistics indicate that we are serving 76 percent in our high schools and elementary schools the Jefferson County School System. Of course, it runs much higher in the elementary schools, it is 70 or 80 percent, and some had 100 percent. Some of the high schools run less.

As far as the breakfast program is concerned, I have always mandated that they have it in all 153 school lunchrooms. I think that last year we had six schools that did not have it. They asked to have an exception made in their particular case, and the reason was that no one was interested in the breakfast program. They had no needy children. No children that were using it. I did excuse them. However, the rest of our schools had a breakfast program.

I think that one of the things that we are doing in the high schools, of course, because you do have a locked-in group in the elementary schools where the children do eat the breakfast at school, but the high school students are the problem. What we have done is this. In all of our high schools and middle schools, we are offering three or four choices of entrees. This year we will be going into a smorgasbord type of program in some of the schools to try to bring them in. I think that this will help.

When we took over the inner-city schools, we cut out all a la carte. We cut out the vending machines. We anticipated a lot of objection, but because we offered those choices, as I said, we did not have any objections. I was prepared for some, but I got none.

I think that the biggest thing you can do, of course, to bring in the children to eat, is to give them a good meal. You have to have a good meal, otherwise you don't get them, you lose them. That is one of the reasons why the inner-city schools did not have the participation.

Chairman PERKINS. I think that you are doing a good job.

Mr. SCHUMACHER. I am trying real hard.

Let me tell you something else. What I have done there, I think that it has helped a heck of a lot.

Chairman PERKINS. So many people when they undertake to do a task, they buy a clock and they put in a few hours. They don't follow through. They let the thing get out, and that way you cannot operate any kind of a program. That is probably true on anything.

Mr. SCHUMACHER. You cannot let the principal run the program.

Chairman PERKINS. I don't think that you are that kind of individual, and that is why I wanted to congratulate you.

Mr. SCHUMACHER. I appreciate that.

Let me say this. I am proud of the women I have there. They are the ones who are really doing the job. I merely sit back there and back them. But if they ever make us, under this integration business, move our lunchroom women from community to community, we are going to lose them. We simply cannot do it.

One of the things that I was going to tell you, which I think is going to help a lot. When I first came, they were doing very little baking. As minor as this may seem, I have put flour in all the lunchrooms and I make them bake on a daily basis.

When you prepare hot rolls, and that aroma spreads throughout the school, that drives them in. That makes the meal 100 percent better. So I think baking has a lot to do with it, when you put out a meal that is not, perhaps, the tastiest meal in the world.

If you have good hot rolls, or other baked goods, it will sell the meal, and we get good response on that.

Chairman PERKINS. How many of you have been bothered with any fly-by-night people that try to come along and interfere with your summer food program, or want to sell you food, or anything of that nature?

Mr. SCHUMACHER. I get it almost every day. I get somebody calling me or coming in, wanting to talk to me about selling me prepackaged foods. They tell me: "Give me one school, and let me run it for you."

They come in and tell me that they can prepare a meal cheaper than I can. They simply cannot do it, and they are out to make a profit, and I am not. I am trying to prepare good meals, as cheap as I can.

They don't have the flexibility that I have. It would cost more. I think that I put out a better meal, and a cheaper meal.

Chairman PERKINS. The summer feeding program, you have kept it under your jurisdiction?

Mr. SCHUMACHER. The summer feeding program, we have a summer school program where we feed there. But the summer feeding program in the city, the year before when the school system was on their own, they had it. When I got ahold of the books, the operation had lost money on the summer feeding program.

I talked to a number of people, the people who were running it for the school system. I don't think that there is anything wrong with the program: it is the way that it was being run. A lot of adults were coming in and getting the food and a lot of children were not getting it.

They lost money on it. So this year, when they came to me and asked me to run it, I refused. I said: "Get a commercial concern, and let them run it."

Chairman PERKINS. Are the schools participating at all in running the summer food service program in Jefferson County?

Mr. SCHUMACHER. No they are not.

Chairman PERKINS. I think that you are making a mistake, because somebody has to set the example. Some nonprofit, private organizations are undoubtedly doing a wonderful job. But there are so many fly-by-night people that get involved in this thing, and that is what worries me. It will pull the thing down sometime in the future if we all don't do, or make a contribution to try to keep it as clean as possible, letting them use those school lunchrooms in the summertime.

Mr. SCHUMACHER. I agree with you from that point of view. However, I had so many problems this summer trying to bring the two school systems together. I didn't want to be bothered. I had a selfish reason for it.

Chairman PERKINS. When that is all over with.

Mr. SCHUMACHER. I would be willing to go ahead and try it. I think that I can handle it.

Chairman PERKINS. I would think that Jefferson County and the city school system would take advantage of the summer feeding program.

Let them take advantage of those schoolrooms and those lunchrooms, that is what I am driving at, in those school building——

Mr. SCHUMACHER. Let me say that——

Chairman PERKINS. For cultural purposes and other things. That is why the summer feeding program was enacted where one-third, or one-fourth of the children receive free school lunches.

Mr. SHUMACHER. Let me say that I will take a good look at it next time, and I will probably do it.

Chairman PERKINS. Thank you very much.

Ms. GRAVENMIER. I did want to verify the fact that we feel that the summer feeding program is most important. It is more difficult to manage, and more expensive to manage, perhaps, because the public schools are not, in our State, very involved in it with the exception of one area.

However, we feel very satisfied with our summer program. We have worked hard on it. We have had a lot of people out there working on the program, trying to keep the nutritional standards up there. I think that this is the key.

It is expensive to administer, and you need more State administrative moneys to do a really adequate job in monitoring and providing help.

Chairman PERKINS. Let me compliment you. You have been very helpful to us in this oversight hearing today. Thank you for your appearance. I thank all of you.

The subcommittee will adjourn.

[Whereupon, at 11:05 a.m., the subcommittee adjourned, to reconvene at 9 a.m. Monday, August 30, 1976.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

MONDAY, AUGUST 30, 1976

House of Representatives,
Subcommittee on Elementary, Secondary,
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Mottl, Miller, and Buchanan.

Staff present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel; and Beatrice Clay, staff assistant.

Chairman Perkins. The subcommittee will come to order. A quorum is present.

Today, it is our pleasure to hear from Dr. Paul Zee, chief of nutrition, St. Jude Children's Research Hospital; Dr. Joseph Edozien, chairman, Department of Nutrition, University of North Carolina; and Ms. Stefan Harvey, The Children's Foundation.

We will hear from Dr. Zee first.

Without objection, your prepared statement will be inserted in the record.

Go ahead, Dr. Zee.

STATEMENT OF DR. PAULUS ZEE, CHIEF OF NUTRITION, ST. JUDE CHILDREN'S RESEARCH HOSPITAL, MEMPHIS, TENN.

Dr. Zee. Mr. Chairman, and ladies and gentlemen, my name is Paulus Zee. I am a pediatrician and chief of nutrition at St. Jude Children's Research Hospital in Memphis, Tenn.

I appreciate this opportunity to relate to you the beneficial effects that we have seen in Memphis from the supplementary food program of the U.S. Department of Agriculture.

Although I want to say at the onset that the supplemental foods are not the ideal food package to eradicate malnutrition, we have been able to demonstrate its nutritional benefits on preschool children.

St. Judge Children's Research Hospital has cooperated with a black community organization, Memphis Area Project South, also called Map-South, to eradicate malnutrition from this inner-city neighborhood.

In 1969, we attracted 2,500 perschool children in a USDA supplementary food program. We examined 300 randomly selected children for their nutritional health before the program was fully implemented. With the support of OEO, and now the Community Services Administration, we have been able to determine the nutritional effects of this food program through similar surveys in 1972 and 1974.

I would like to submit to the committee a study of the nutritional benefits that we have seen in 3 years after the initiation of a supplementary food program in Memphis. The study will be published by the American Journal of Diseases of Children shortly.

Briefly, this survey showed significant improvements in heights and weights of the children. Also, the high incidence of anemia had decreased significantly during this period, from approximately 25 percent in 1969 to 11 percent of the children in 1972.

Serum iron values, however, still indicated an iron deficiency in 50 percent of the children under the age of 2 years. Plasma vitamin A concentrations were low in 26 percent of the children as compared to 44 percent in 1969.

In 1974 we established that these improvements could be maintained, and that fewer children now were low in weight as we had seen in 1972.

However, we continue to see unacceptable, but not deficient vitamin A and riboflavin vitamin B^2 levels in the blood of as many as 20 to 25 percent of the preschool children.

On the whole, the program has been very beneficial to its participants. During the recent period of inflation and unemployment the supplemental food has been an invaluable asset to the health of the youngsters.

Our nutrition clinic, which provides day-to-day medical and nutritional care in the neighborhood, has nto seen a case of malnutrition, severe malnutrition, in the last several years.

Thank you.

Chairman **Perkins**. Thank you very much. It is a good statement.

Our next witness is Dr. Joseph C. Edozien, chairman, Department of Nutrition, School of Public Health, University of North Carolina.

[Prepared statement of Dr. Joseph Edozien follows:]

PREPARED STATEMENT OF DR. JOSEPH EDOZIEN

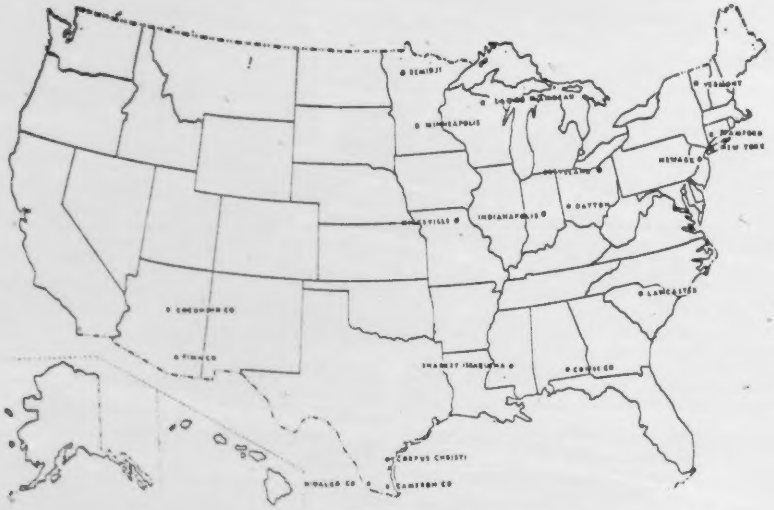
The Special Supplemental Food Program for Women, Infants and Children (WIC program), authorized by a September 26, 1972 amendment (Public Law 92-433:86 Stat 724) to the child nutrition act of 1966 (42 U.S.C. 1786), provided cash grants to state health departments and approved local health clinics for the purpose of providing special nutritious food supplements to low income pregnant and lactating women, infants and children up to four years of age who are nutritional risks. The program is administered by the Food and Nutrition Service of the United States Department of Agriculture.

Under the program infants under one year of age were allowed iron-fortified formula, iron-fortified cereal and fruit juices while one to three years old children and women were provided milk, eggs, iron-fortified cereal and fruit juices. The food packages were thus designed to correct known inadequacies of iron, vitamin A and vitamin C in the diets of low income individuals in the country.

In order to fulfill the congressional mandate to assess the benefits of the WIC program, the Department of Agriculture contracted, on November 28, 1973, with the University of North Carolina at Chapel Hill for the Department of Nutrition, School of Public Health to perform a detailed medical evaluation of the program. The study was carried out between November 28, 1973 and June 1, 1976.

Participating in the detailed medical evaluation were 19 projects located in 14 states. The projects and states were: Alabama (Coffee County); Arizona (Co-

conino County and Pima County); Connecticut (Stamford); Indiana (Indianapolis); Minnesota (Minneapolis and Bemidji); Mississippi (Sharkey-Issaquena County); Missouri (Kirksville); New Jersey (Newark); New York (Nena Health Council); Ohio (Cleveland and Dayton); South Carolina (Lancaster County); Texas (Robestown near Corpus Christi, Cameron County, Hidalgo County); Vermont (statewide) and Wisconsin (Great Lakes Intertribal Council, Lac du Flambeau). Two of the projects (Kirksville and Dayton) provided data only for infants under one year of age while one other project (Bemidji) provided data for infants and children of all ages (0–48 months) but not for women. The locations of the projects are shown in Figure 1.



Location of Projects Participating in the Detailed Medical Evaluation of the WIC Program

FIGURE 1

The participants lived mostly in urban locations; 91.6% were urban, 2.6% rural farm and 6.0% rural non-farm. They came predominantly from very low income households having an average yearly after-tax income of $3,757. The average household size was 4.6 persons. About 66.1% of the households fell below the OEO Income Poverty Guideline which is widely used to classify low-income families for eligibility for various welfare programs. At least 84.2% of the households were found to be eligible for food stamps when the USDA "Food Stamp . . . Eligibility Requirements" were applied to them.

The basic operational plan was to obtain information on selected measures of the nutritional status of the study population, initially and after participation in the program for a specified interval. Comparisons of the results of measurements taken before and after program participation provided an estimate of the impact of the program.

The infants and children were examined at the time of enrollment and after receiving food supplements for six and eleven months. The indices selected for their assessment were:

1. Growth. Weight, Height and head circumference were the body measurements taken. A weight/height (Nutritional) index was calculated as

$$\frac{\text{weight in kg}}{\text{height in cms}^{1.6}} \times 10^4.$$

This ratio was used to monitor weight for height changes associated with the program.

2. Dietary intakes. Dietary data were obtained on 25% of the infants and children initially, and from the same subjects at the time of their 6 month and 11 month revisits.

3. Biochemical indices. The parameters of interest were: hemoglobin, hematocrit, mean corpuscular homoglobin concentration (MCHC), total plasma iron, plasma transferrin, percent saturation of plasma transferrin (PSAT), plasma complement 3 (C3), plasma immunoglobulins A, G and M (IgA, IgG, IgM), plasma albumin, total plasma protein, plasma cholesterol, and plasma folacin. Blood was collected by finger or heel stick from all participants and at all visits.

The women were examined at the time of enrollment and thereafter approximately every three months until the time of delivery. Each woman was also examined once after delivery usually between four and eight weeks postpartum. The indices selected for their evaluation were:

1. Vital statistics (abortion and miscarriage rate, stillbirth rate, prematurity rate, low birth weight rate and infant mortality.
2. Medical complications of pregnancy (edema, proteinuria, hypertension, convulsions).
3. Weight gain during pregnancy (total amount as well as the rate of gain).
4. Birth weight of the baby.
5. Dietary intakes. Dietary data were obtained from half of the participants initially and from the same participants at all follow-up visits.
6. Biochemical indices. The parameters of interest were: hemoglobin, hematocrit, mean corpuscular hemoglobin concentration (MCHC), total plasma iron, plasma transferrin, percent saturation of transferrin (PSAT), plasma complement 3 (C3), plasma immunoglobulins A, G and M (IgA, IgG, and IgM), plasma albumin, total plasma proteins, plasma cholesterol, plasma vitamin A, plasma carotene, plasma vitamin C and plasma folacin. Blood was collected from all participants at all visits.

Well-established and standardized survey, laboratory and statistical procedures were used to collect and analyze the data. These are presented in detail in Volume 1 of the WIC report (Medical Evaluation of the Special Supplemental Food Program for Women, Infants and Children (WIC): Volume 1, Study Design, Methods and Performance Data by J. C. Edozien, B. R. Switzer and R. B. Bryan. Published July 15, 1976 and obtainable from Department of Nutrition, School of Public Health, University of North Carolina, Chapel Hill, N.C.)

In the course of the evaluation a total of 41,330 infants and children were examined. Eleven thousand three hundred and ninety of these participants were re-examined after six months of receiving food supplements and 6,256 after eleven months in the program. A return rate of 49.1 percent was achieved for the six-month evaluation and 43.9 percent for the 11-month visit. The participants were approximately 21 percent white, 34 percent black, 42 percent Spanish American and 3 percent American Indian. Also investigated were 9,867 pregnant/lactating women, including 4,125 with completed pregnancies. After the initial examination, the women returned for 5,417 revisits at an estimated compliance rate of 40 percent. They were mostly young women with a mean age at enrollment of 23.1 ± 5.7 years. They were 24.5 percent white, 38.6 percent black, 33.8 percent Spanish Americans and 2.5 percent others.

While the results did not reveal any clinical cases of nutritional deficiencies similar to those which are commonly seen in developing countries, they provided conclusive evidence that a substantial segment of the American population represented by the recipients of the WIC foods were receiving less than optimal nutrition mainly because of inadequate income. For examples:

1. The average birth weight of the infants and children was about 3,225 grams (both sexes) and this was about 125 grams less than the average birth weight of babies of well-nourished economically privileged women.
2. After birth, the infants and children continued to be slightly retarded in growth: there were, for instance, about 50 percent more infants and children than expected below the tenth percentile for weight and height and about twice the expected percentage below the 10th percentile for head circumference.
3. The reported birth weights of the enrolled infants and children indicated that 10.5 percent were of low-birth weight (i.e. had birth weights less than 5.5 lbs.).
4. The infant mortality rate was estimated at 32.5 infant deaths per 1,000 live births: this figure is more than 50 percent above the national level.
5. Anemia (i.e. blood hemoglobin concentration below 11g/100ml) was highly prevalent. About 26 percent of the infants and children beyond the age of three

months were anemic. The anemia rate for ages 3–5, 6–11, 12–23, 24–35 and 36–47 months were 31 percent, 31 percent, 33 percent, 21 percent and 16 percent respectively. It was highest among black and American Indian children followed closely by Spanish-American children and then white children.

6. The energy intakes of the pregnant/lactating women were generally lower than suggested by the recommended dietary allowances, but appeared to be adequate for the needs of the women. However, the diets were of inadequate quality since they provided the women with less protein, several minerals and several vitamins than the amounts required for optimal pregnancy outcome.

7. Initially, 13.4 percent, 28.7 percent and 26.8 percent respectively, of women pregnant for <17 weeks, 17–28 weeks and >28 weeks and 23.3 percent of postpartum women were anemic, i.e., had hemoglobin concentration less than 11.0g/100ml if pregnant or <12.0g/100ml if postpartum.

It is of special importance that for several indices measured in the study, the dividing line between "high" risk and "low" risk groups was not at an income poverty ratio of 1.0 but at a ratio of about 1.5. The findings therefore support the contention that the income levels currently used to define poverty do not provide sufficient money to enable families to purchase enough food for optimal nutrition.

The WIC program produced measurable improvements in the nutritional status and health of the participants. The principal conclusions can be summarized as follows:

1. The WIC program was associated with an acceleration of growth in weight and height. An increase in head circumference occurred in infants enrolled within one month of birth.

2. There was a consistent increase in the mean blood hemoglobin concentration of participants in the program and a reduction in the prevalence of anemia. The main effect occurred during the first six months of participation.

3. Pregnant women who participated in the WIC program gained more weight during pregnancy than women in the initial population. The maximum difference of about 2 kg (4 lbs., 6 oz.) occurred in women who were pregnant for 24–31 weeks.

4. The WIC program was associated with an increase in the mean birth weight of babies. The impact of the program was greater on black and Spanish American babies than on white babies.

5. There was an increase in mean hemoglobin concentration and a reduction in the anemia rate in women who were pregnant for more than 28 weeks and in postpartum women.

In summary, the WIC program is one of the most important and successful of the food assistance programs. It insures the size and health of the infants at birth as well as their normal growth and development after birth.

The eligibility criteria can be simplified and the certification process speeded up by eliminating the requirement for medical evidence of the need for food supplements. The results of the medical evaluation indicate that inadequate income is sufficient justification. It should not be necessary to diagnose malnutrition first in order to justify that WIC is a medical program in the same way that it is unnecessary to wait for an epidemic or to diagnose an infectious disease to prove that vaccination is a legitimate medical responsibility.

The program can also be made more flexible by increasing the number of approved food items. There is ample evidence that most of the anemia found among WIC participants was iron-related, i.e., the anemia was associated with biochemical evidence of iron deficiency. This does not, however, necessarily imply that dietary iron intake was inadequate. Acute infections can produce low plasma iron values by causing iron to disappear from the circulation. The results of the medical evaluation also suggest that infections and other stresses which induce the acute phase response can interfere with iron transport by elevating plasma transferrin concentration. A recent study has further shown that in the rat, hemoglobin concentration and MCHC are significantly related to the level of dietary protein. While theraputic doses of iron may have an impact on iron related anemia which is not due to inadequate dietary intake of iron, the results of the deailed medical evaluation indicate that the amounts of iron provided in dietary supplements are ineffective. Hence, the emphasis which the program placed on dietary iron supplements may not be entirely justified. There is need for additional studies on this aspect of the program.

STATEMENT OF DR. JOSEPH EDOZIEN, CHAIRMAN, DEPARTMENT OF NUTRITION, SCHOOL OF PUBLIC HEALTH, UNIVERSITY OF NORTH CAROLINA, CHAPEL HILL, N.C.

Dr. EDOZIEN. Mr. Chairman, and ladies and gentlemen, my name is Joseph Edozien, and I come from the Department of Nutrition of the School of Public Health, University of North Carolina at Chapel Hill.

My comments this morning relate to the findings of the medical evaluation of the special supplementary food program for women, infants, and children.

The legislation which authorized this program in 1972 provided for the medical evaluation program, and I had the privilege and responsibility of directing this evaluation. The study was conducted in 19 projects located in 14 States, and was completed in the period from 1973 to 1976.

During this period, we examined 41,000 infants and children, and about 9,000 pregnant and lactating women. The procedures and detailed results are presented in the report to the Department of Agriculture, copies of which have been made available to this committee.

Briefly, we arranged to examine these children before they started receiving food supplements, and reexamined them after a period of food supplement. So in a comparison of the results, we were able to determine the medical benefits of the program.

Our first effort was to determine how necessary the program was by finding out whether or not there was malnutrition in the community.

While the results did not reveal any clinical cases of nutritional deficiencies similar to those which are commonly seen in developing countries, they provided conclusive evidence that a substantial segment of the American population, represented by the recipients of the WIC food, were receiving less than optimum nutrition mainly because of inadequate income.

For example, the evidence that we based this on, the average birth weight of the infants and children was less than what we would expect from well-nourished, economically privileged women.

After birth, the infants were doing less well than they should. The infant mortality rate of the group we examined was 50 percent higher than the national level. Anemia was very prevalent, 26 percent of all the participants we examined had anemia.

The food intake of pregnant women was less than was considered desirable for optimum pregnancy outcome, and also a high prevalence of anemia was found among these women.

It is of particular importance in our study that we found that the dividing line between low risk and high risk group was an income poverty ratio of 1.5 and not 1.1, if the poverty line was satisfactory level predicted by nutritionists.

This finding, therefore, would support the contention that the income provided by the poverty level is inadequate to provide adequate nutrition.

In summary, the WIC program was found to provide medical and nutritional benefits to the participants. This may be summarized as follows:

There was an acceleration of growth in weight and in height in the children who participated in the program.

There was an increase in their blood hemoglobin, and a reduction of anemia from a 26 percent to approximately a 10 percent.

Pregnant women participating in the program gained more weight than those who did not participate in the program.

The program was associated with an increase in the birth weight of the children.

Finally, the anemia in pregnant and lactating women was also greatly reduced.

In summary, the WIC program is assumed to be one of the most important and successful of the food assistance programs. It assures the size and weight of the infants at birth as well as their normal growth and development after birth.

Chairman PERKINS. All right, Ms. Harvey, we will hear from you now.

STATEMENT OF STEFAN HARVEY, CHILDREN'S FOUNDATION, WASHINGTON, D.C.

Ms. HARVEY. My name is Stefan Harvey. I monitor the WIC program and the supplemental food program for the Children's Foundation.

Dr. Zee and Dr. Endozien have testified about the medical significance of the supplemental food program and the WIC program; the research done in Memphis and in the 19 local WIC programs ought to be reason enough for continued support of these two nutrition programs.

However, despite the medical benefits evidenced by research, there has not always been support for these programs. Hopefully, these hearings will convince members of the subcommittee that both programs are necessary.

While the supplemental food program provides benefits to 100,000 participants, and the WIC program has the capacity to provide benefits to approximately 1 million participants, there are almost twice as many women, infants, and children still in need of supplemental foods.

Ever since the programs began, USDA has tried to contain their size. Since the inception of the supplemental food program, USDA has released policies designed to thwart its growth and effectiveness.

The history of the WIC program is very similar. As the members of this subcommittee know, two major law suits have been necessary to force USDA to implement the WIC program as Congress intended.

This year, USDA again did its best to minimize spending. In January USDA announced a policy which pitted the supplemental food program against the WIC program. USDA issued interim regulations incorporating changes that became effective when Congress passed the child nutrition bill in October.

One significant change was that programs were to be implemented in the neediest areas first. The law stated:

> The Secretary shall take affirmative action to fund the areas most in need of special supplemental food.

In the interim regulations USDA gave priority for WIC funds to supplemental food program areas thus defining the neediest areas as those areas currently operating programs. The Department's goal was clear: reduce the total amount of money available by simply switching currently funded areas from one program to another.

The supplemental food program money made available by such transfers would not be allocated to other areas for implementation of new supplemental programs, but would be returned to the Treasury. WIC funds would be utilized by areas formerly funded through the supplemental program while areas without the supplemental program would not be funded.

This priority remained in effect from January through March. During that time, supplemental programs across the country were told that WIC was a superior program, and that they ought to switch.

Meanwhile, WIC applications which States had submitted in December for over a half a million participants remained unfunded. This policy reduced the funds available for supplemental nutrition by approximately $300,000 and resulted in 30,000 fewer women, infants, and children being able to participate in supplemental programs.

The Department's intention to minimize spending for supplemental feeding was even more apparent in their impoundment of $188 million in WIC funds. In March a suit was filed against USDA, and on June 22, 1976, Judge Oliver Gasch, of the District Court for the District of Columbia, ordered the release of the impounded funds. A month later, USDA allocated the released funds, and sent new budget figures to the States.

Unfortunately, once again, problems arose. While USDA's policy was that no State would receive less money than they had as of May 20, 1976, several States received reduced budgets. The smaller budgets would have forced these States to drop participants from the program. The Department has been notified of this, and is currently revising budgets.

I elaborate on this most recent difficulty not so much to once again criticize the Agriculture Department, but to emphasize the need for continued congressional interest and support for WIC and the supplemental food program.

The supplemental food program, the older of the two programs, is not specifically authorized under any law except for funding legislation. In February Congressman Ford and Congressman O'Hara introduced legislation to strengthen the supplemental food program.

This bill gives the program legislative authority and provides funds up to 20 percent of the total amount available for administrative expenses and nutrition education. This bill would provide approximately $4 million additional to the supplemental food program budget.

Presently the cost of administering the programs is paid for by local sponsors as is the cost of nutrition education, if it is included at all. The 20-percent increase would strengthen the program in two ways: First, the lack of administrative funds which has caused several supplemental programs to close, would no longer threaten programs, and secondly, nutrition education would become an integral part of the program.

The bill, H.R. 11967, was referred to this subcommittee on February 25. To date no action has been taken on the bill. Hopefully, the subcommittee will see that this bill becomes law before Congress recesses in October.

Passage of the supplemental food program bill would not only guarantee the participants the nutritional supplements they need, but it would also re-emphasize legislative interest in supplemental feeding programs.

Dr. Zee and Dr. Edozien have testified that the supplemental food program and the WIC program make a difference. Both programs must be supported and expanded—not cut back as USDA would like—until all eligible women, infants, and children can participate and receive supplemental foods.

Chairman PERKINS. Let me compliment the distinguished panel this morning.

You know, to start out with, we have just a whole lot of difficulty getting the WIC program off the ground, and the results obtained from the program, to my way of thinking, have been marvelous.

You people have been most helpful in the past few years in making your contributions to see that we got appropriate funding and got the program to where we have it today. But I would like to ask you, Dr. Edozien, you have been working with this program a long time?

If I summarize your testimony correctly, you are saying that the WIC program is one of the most successful feeding programs, but you would urge simplifying the program by eliminating the medical test for determining eligibility, and increasing the number of approved food items.

Would you expand on that, on these recommendations at greater length?

Dr. EDOZIEN. The basis for the first recommendation, which is to eliminate the medical criteria for eligibility, is that the Department of Agriculture, one of the rules is that children should be first examined and on the basis of the findings, whether low hemoglobin or deficiency of growth, they may become eligible.

In our evaluation of the program, we have determined that this is not necessarily a correct approach to eligibility. Now, the reasons are as follows:

When we look at the income eligibility, we find that in terms of deficient growth, the best criteria was income. The children who came from low-income families were more retarded in growth than those who came from high-income families. Hemoglobin by itself was not a good criterion.

We found that after supplementation those who had the highest hemoglobin levels to start off with increased more than those who had low hemoglobin at the beginning. In other words, what determined the change was not the level at which the child was at, at the beginning, because many factors other than the nutritional deficiencies determined whether a child started from.

There were differences due to sex, race. There were differences due to body size. Those children who were big to start off with, tended to have higher hemoglobin than those who were small.

In short, there is a hierarchy among those children as to where they started from, which was not determined by the level of their deficit, but by other factors including genetic factors.

So a child who was born to be tall, when he comes to the clinic, he is naturally a little taller than children who are equally deprived, but who are born to be smaller because of genetic differences.

So, if you said that a child was tall, therefore, he was not eligible for the program, you might be doing a great injustice to him since his genetic potential is to be tall. Relative to his potential, he is very much retarded. For that reason, we feel that these medical tests do not validly predict those who are in need, unless you can relate it to what they ought to be, which is again very difficult to determine.

Chairman PERKINS. Let me just say that I want people to continue to work with us to improve this program. I know we have come a long way because of your contributions.

I want to mention that Congressman Quie has worked with us diligently in getting this program as far along as we have got it. Another gentleman that I must mention, and we no longer think of him as a newcomer because his contributions are as great as other members who have been here for years, who has been way out in front in connection with the WIC program, and that is none other than Mr. Miller from California.

I certainly don't want to neglect making that statement concerning Mr. Miller's interest in this WIC program. I think that we all understand his great interest.

Ms. Harvey, would you comment on how the WIC program and the supplemental food program differ? How much money is in each? Should we continue to authorize both, or do they duplicate one another? What is your judgment along that line?

Ms. HARVEY. Congressman Perkins, the supplemental food program currently serves approximately 100,000 women, infants, and children, children through the age of 5 which is one of the big differences between the WIC program and the supplemental food program.

Children in the WIC program are eligible only until their 5th birthday. The budget for the supplemental food program is currently approximately $17 million a year, and this points up another key difference between the two programs.

The Federal Government, in the supplemental food program, currently provides only the food. The bill that I refer to in my testimony calls for administrative funds for the supplemental food program, which would increase the budget for that program by about $4 million.

The significance of that bill simply cannot be overstated and I understand that some of the witnesses tomorrow will address themselves to that 20 percent administrative cost, and what it will mean to their local programs.

The WIC budget currently is $250 million as authorized by Congress. As a result of the recent court action which was handed down on May 22, the budget for the WIC program is slightly in excess of the $250 million.

To answer your question as to whether the programs duplicate one another, I would say most definitely that they do not. The programs operate in different parts of the country, and the most important thing to keep in mind is that until all of the eligible people in this country can be served there is a need to have both programs maintained.

Whether people are maintained in the WIC program or the supplemental food program is a decision that ought to be left to local communities, and it is not a decision that should be made by USDA.

Chairman PERKINS. Let me ask a question, and if any of you want to comment on it, you can.

Should the purpose of the WIC program be to prevent health defects or to correct the ones that are found? Now it is almost correcting medical problems.

Also should the families of eligible people be included in the programs? What is your opinion along that line?

Dr. EDOZIEN. That was, in a sense, the recommendation contained in my second comment. The WIC program should be directed toward prevention of the appearance of malnutrition. The medical criterion for eligibility assumes that you wait until you see the condition until the child becomes eligible for WIC.

I think that this should not be so, and WIC ought to be a preventative program. One argument that I have had where this medical criteria are needed is that it justifies the fact that WIC is a medical program, otherwise it becomes a welfare program.

In response to that I would say, as I pointed out in my testimony which I presented, we don't wait for an epidemic to occur, or for a child to have infectuous diseases before we agree that vaccination is a medical responsibility.

So if low income will predispose a child to diseases of malnutrition, I think prevention of that occurrence is just as much a medical responsibility as a vaccination is.

Chairman PERKINS. Thank you very much, Dr. Edozien.

Would you care to comment, Dr. Zee?

Dr. ZEE. I would like to emphasize, as a medical man, that it is very difficult to measure malnutrition, and the reason is that our bodies will compensate and draw on stores and adjust and economize before the disease becomes so obvious that the child ends up in bed with obvious symptoms. You have all seen in the papers what the picture of a malnourished child looks like.

It is very difficult medically to determine malnutrition before these signs become obvious. If you wanted to demonstrate this, you would have to go into practices such as not only drawing hemoglobin, and Dr. Edozien has already said that hemoblogin is a poor measurement of malnutrition, but we would have to do a bone marrow, et cetera.

Consequently, it is much more practical to prevent these epidemics of malnutrition that are occurring in the country and it is an obvious manifestation that it is poverty and inability to buy food rather than extensive and complicated medical procedures to demonstrate it.

Chairman PERKINS. Ms. Harvey?

Ms. HARVEY. I have no comments.

Chairman PERKINS. Ms. Buchanan, do you have any comments?

Mr. BUCHANAN. I will defer to counsel.

Mr. RADCLIFFE. I have only a comment, Mr. Chairman, which I want to make because Congressman Sarasin has run into this problem of the requirement for medical evidence which you have addressed yourselves to. It is clear from the act that this is not required in the law. I know that it is being required by the programs around the country.

I think that it may be a mistaken interpretation by the Department of Agriculture. They have mistaken the application of the law because the law clearly says that this will include women from low-income populations who demonstrate one or more of the following characteristics. The first characteristic is: "Known inadequate nutritional patterns," which would not require a medical examination or a medical determination of physical deficiency at all.

We may have to change the act at some point to make that more clear. We are pursuing it with the Department of Agriculture because we think they are mistaken in making those requirements of a medical determination as a requirement for eligibility.

That is the only comment that I have to make, Mr. Chairman.

Thank you, Mr. Buchanan.

Mr. MILLER. If we can follow that along. Maybe the reason it is required is because of the very strong statements on the floor by myself and others in defense of the program, that this somehow separated it from other income supplemental programs, welfare program, or however you want to classify them.

In trying to defend the program, and letting the program grow up, we were trying to tell the Members of Congress that there was a screening process of pregnant mothers and newborn infants to show that the constituency of the WIC program would at least have some evidence, in the medical sense, of malnutrition or nutritional risk.

I agree with you. Maybe you do not agree with this, but if we simply did not have poor people, we would have a much better chance at combatting malnutrition. If they had more money in their pocket, they would probably buy some of the food products which they receive under WIC.

My concern in doing away with the medical criteria is that this program starts to look like all the rest of the programs. It comes under attack by those individuals that simply don't like welfare programs.

Dr. Edozien, my question is, if there is another way to produce the evidence necessary to enter the program? I understand the problems that you have in trying to prove malnutrition in a pregnant mother or a newborn infant, because, as you say, one can be taller, one can have a lot of things.

Yet, as the law specifies, and as was stated by counsel, if she has one or more of the criteria, she should be eligible. That person should be eligible. Is there a way in which we can define that, so that we can continue the involvement of the medical profession in the program without also making it so cumbersome, to exclude those who are really in need of this program, short of obviously raising the annual income so that they can afford the program.

It has been a defensive weapon for those who would attack the program to simply say: We already do this on food stamps. We already do this under a number of other programs. Why do you need this one?

The theory is that the constituency has undergone some kind of medical screening that says: "Look, this is a high risk population." You say that you can establish that because of income. That they are not able to buy the foods because of a lack of income, that are necessary during this time in their life.

Do you want to respond to that, because I am very fearful of giving up the medical criteria in the program, when it is growing at the rate that it is.

Dr. EDOZIEN. I understand your concern. Unfortunately the interpretation of the medical criteria is bound to create difficulties to some of those involved. On a group basis, it is possible to make statements.

but when you require them for individual assessments it is rather a problem.

For example, the statement regarding "known inadequate pattern of diet," on the whole you are stating this for poor people, or certain classes of people with inadequate patterns of diets. But to approve it for a particular individual is extremely difficult, if not impossible, if you get somebody to a clinic and take the pattern of their diet. You record what they ate last week, or this week. It does not prove that they have an inadequate pattern. It just shows that they did not eat well on that particular day.

So, on a personal basis, or an individual basis, none of these criteria really mean much. If we want to retain them to show that something is being done on a scientific basis, I don't think that it would produce any valid case.

Mr. MILLER. Dr. Zee.

Dr. ZEE. I agree with Dr. Edozien. If a case of smallpox occurs, the port of entry is where you zero-in on the preventive measures. It may look like support rather than medical care, but it is the way to attack it.

If income is the measurement of nutrition risk, this is the way that it should be measured. Maybe there ought to be more surveys done to establish the relation of malnutrition in this particular group, or the particular groupt hat has a special living style because of their income, and in which they may become deficient.

I also feel that it should be geared to the specific situation and risk. It should always be children who are growing and, therefore, particularly at risk. It should be geared to the deficiency, not on a money grant to the family, because that could be used for a bicycle or anything, but it should be specifically geared to the deficiency.

Iron is a particular problem. Protein in the teenager, or the pregnant young woman who is severely at risk. We should recognize that as a preventive program, and prevent, I think, at the front end a lot of misery that occurs later on with children who are under performing later in life and causing us much greater frustrations and financial burdens than the food package does.

Mr. MILLER. I agree with you. I am just trying to figure out how you make it work because I am concerned. What is the estimated population in need?

Ms. HARVEY. If you look just at the number of people who are 125 percent below the poverty level, women and children eligible for WIC, we are talking about 3.1 million as the universal need in the country. This is based just on income. What Dr. Edozien and Dr. Zee are saying is that it ought to be the critical criteria.

What that does not take into account is how many of those people are at nutritional risk as well from a medical standpoint.

Mr. MILLER. How many do we serve now in the program?

Ms. HARVEY. If you add the number of people who are eligible, the number of people participating in the supplemental food program as well as WIC's capacity, we are serving slightly over 1 million people. There is still two-thirds of the needy that have no access to the program.

It gets me back to my point as to why it is so important to maintain the commodity supplemental program despite its smallness. Many people may take the position that you simply ought to end that program, and phase those people into the WIC program. But both programs are critically necessary as long as all those people have no access to either program.

Chairman **PERKINS**. Dr. Edozien, when you say that you want to do further studies as to the population, and what they look like on a nutritional sense, we pretty well have done that, haven't we? That would be somewhat redundant.

In your own samplings of the participants in the program, the samplings done by the March of Dimes, and the samplings done by St. Jude, it is very clear that this population is in need.

So it would say that somehow we could find greater acceptance of the program in Congress because we could go out and say once again:

> Yes, this is a population that is at nutritional risk. This is a population that needs supplemental food. This is a population that is going to suffer a detriment if these services are not provided.

We have done that, and it is not going to help the case. Could you elaborate a little bit on the expansion of the approved food items, because that is also of some controversy when we come up for appropriation.

Dr. **EDOZIEN**. The list of approved foods is based on an estimate of what appears to be lacking in the diet of the population. Iron appears to be one of the most important. The cost to provide foods that are rich in iron, fortified with iron, this has limited the number of foods that have been approved.

One of the things that became evident in our study was, although there is a great deal of anemia, and much of this anemia is associated with biochemical evidence of iron deficiency in the blood—this is what most of the people have found—but in the past this combinaiton of anemia and biochemical evidence of iron deficiency is taken to mean that the amount of iron in the diet is inadequate.

So much of the program is geared toward providing supplemental iron. What we found was that the hemoglobin increased and anemia was reduced, but that the iron in the food was not a major factor in doing this. In fact, there are many reasons why these poor kids could have anemia.

Infections will cause iron to disappear from the blood. We found that stresses and infection could cause disturbances in the transport of iron by elevation transfer which is the protein that carries the iron.

So there are many stresses and infections in the environment which cause pictures similar to what iron deficiency would cause. If you give therapeutic amounts of iron, you can reverse this trend. But the small amounts of iron in the food supplements did not do this.

In other words, the benefits from the program were the overall improvement in the diet. The provision of protein, the provision of vitamins, and to some extent the provision of iron. So the evidence did not support the very great emphasis placed on iron-containing foods alone.

Mr. **MILLER**. Let me make sure that I understand you correctly. If one of the participants in the program suffers from an iron deficiency, it is your suggestion that the low concentration of iron that they receive in the supplemental foods is not sufficient to make up the deficiency. You would really be talking about iron shots, or iron pills, or something like that, is that what you are saying, as opposed to trying to get it through the prescribed foods.

Dr. EDOZIEN. That is not what I am saying.

What we have sometimes called iron deficiency is not really iron deficiency. It is interference with the metabolism of iron because of other things. This kind of interference you can overcome by giving a shot of iron. But a small amount of iron in the diet will not help.

True iron deficiency due to low intake of iron, of course, supplemental iron will help. What I am saying is that not all anemia that is found in children, which appears to be due to the diet, is actually due to stressss or infection.

So a great deal of the anemia can be improved by generally better environment and better food all around, and not just providing iron-containing foods.

We need to look a little bit more into that, into the assumption that every child that has anemia, and at the same time low plasma iron that is due to deficient intake of iron, does not appear to be true.

Mr. MILLER. Your testimony then is that it could be from stress. It could be from infection, and other changes in the general diet of that child will only make temporary changes.

Dr. EDOZIEN. That is correct.

Mr. MILLER. What kind of flexibility would you suggest in the food products that are currently offered?

Dr. EDOZIEN. There is a limit to the cereals that are made available and this limitation is due to the fact that only a limited number of cereals are fortified with iron. If iron is not as big an issue as it appears to be, we can provide a much broader variety.

Similarly, other foods which at the moment are nutritious because they contain protein and vitamins, but are excluded because they did not have the iron content, may also be included.

Mr. MILLER. I see.

I understand that while you would favor the removal of the health screening criteria for entrance into the program, you would not remove the involvement of the health profession in the participation in the program, the ongoing checking of the children just for general health of those children.

Many of the women that I have talked to in the program, in the area that I represent and some other areas, explain this is the first time that they have been in to see a doctor. It is the first time that the child, who is 2, has seen a doctor since delivery.

I don't think that we want to take that away. Maybe that is really the responsibility of another program that has not gotten off the ground, like decent health care. But you would not remove that involvement from the monitoring of these children.

Dr. EDOZIEN. Not at all. I believe that it is vital that it remain a medical program. The substance of my testimony is that it should not be necessary to prove that a child actually has malnutrition in order to make that child eligible. It should be a medical program.

Mr. MILLER. Would you expand the services to the children and the mothers?

As you look at the medical services under the program, and the medical programs have been a little slow in that area, could you see how those could be expanded or improved upon? Should they be more frequent?

Dr. **Edozien.** I think that one of the greatest benefits of the program has been in bringing in children and pregnant women regularly to clinics for examination, for early detection of health problems which was not done in the past.

The assistance of pregnant women, infants and children returning at monthly intervals to be seen and to receive their vouchers, I think, is an important part of the program.

Mr. **Miller.** So you would continue the program by having them come to the clinic to get their vouchers, to go to the counseling classes. You would not remove that part?

Dr. **Edozien.** No, I would not.

Mr. **Miller.** What is your impression, if you have been involved in the nutritional counseling that goes on in some of these programs, do you think that it is beneficial?

Dr. **Edozien.** I think that it is beneficial. I am glad to know that the emphasis is being placed on it at the beginning.

When we started our medical evaluation, one of the unfortunate things was that the counseling part was minimal. But I am glad that the new legislation has been—the activity in this area has been substantially increased.

Mr. **Miller.** Do you have any comments, Dr. Zee?

Dr. **Zee.** We provide medical care, general pediatric care, and nutritional care to the children in the 7–30 food program. We also do a citywide survey on children who have been on an infant formula program for 6 months only. It is a rudimentary WIC, if you want to put it that way.

We find everytime the children who receive our home visits and counseling, and encouragement, we are not talking about hemoglobins, vitamin A or riboflavin and vitamin C levels, but they are always a little bit better than the children in the citywide program.

So it appears that the home visiting by nurse practitioners or experienced mothers, lay persons without any formal education, seem to have an influence to the betterment of the nutritional health of the children.

Mr. **Miller.** Can you tell me what percentage of the newborn children are on formula immediately as opposed to nursing? Do you know that?

Dr. **Edozien.** I don't know whether the sample we examined was representative, but in the sample that we examined, only 20 percent of the infants are breast fed. Most of them get off the breast within 2 months.

Mr. **Miller.** Do you have any impression of that, is it good or bad. Do we foster early removal, or failure to breast feed because of the availability of formulas? Is there any impression in the medical profession as to whether it is good or bad, for this population?

Dr. **Edozien.** I think the advantages of breast feeding have been well documented, but there are also practical disadvantages in mothers breast feeding their children. It is a matter of education.

I am really not very optimistic that this will be successful because of the practical difficulties which would require a massive effort to persuade women in large numbers to go back to breast feeding. If this could be done, the advantages of breast feeding are well documented.

Mr. Miller. Should we make an effort in the counseling programs to do that?

Dr. Edozien. I believe so, yes.

Mr. Miller. Do we now, in the counseling and educational part of the program, tell mothers that there are advantages?

Dr. Edozien. Some pediatricians do that as part of their pediatric practice. Obstetricians do this as part of their obstetric practice. There is no concerted effort to do this in the program.

Ms. Harvey. My experience has been that some of the WIC programs promote breast feeding through nutritional education, but it is not something that is being stressed either by the Department of Agriculture or by most States.

For instance in Arizona, I know they have a concerted effort, and the breast feeding is an integral part of their nutrition education program.

Mr. Miller. But it is not part of all the programs. It is not information that we provide the expectant mothers.

Mr. Buchanan, do you have any questions?

Mr. Buchanan. Yes. Thank you.

First let me apologize for my tardiness this morning, but I have read your statements with interest.

Is it not well established that malnutrition at the vital point in life that this program seeks to reach, can have lifelong implications in the case of the individuals involved?

Dr. Edozien. It is well established, yes.

Mr. Buchanan. Then, would it be fair to state that this relatively modest program economically, can be strategic and vital in helping individuals to achieve whatever is in them to achieve, and that its absence can preclude that in many cases?

Dr. Edozien. I think that it would be fair. Because of the lifelong implications of malnutrition at that age, no matter how minor, that might lead me to believe that the WIC program and the chief feeding programs are the most important of the food assistance programs in this country.

Mr. Buchanan. Just looking at this in a very cold blooded way, we have various problems in this society—they are very expensive problems both in human terms and in economic terms.

We have a gigantic welfare program that does not appear to work very well, and appears to be counterproductive. We have a crime problem that is very significant and very expensive in many ways.

We spend a great deal of money in education, all the way through to post-secondary eductaion, trying to help people fulfill their potentialities. As I understand, they may be limited by our failure to meet problems in this area early in life, at the beginning stages of life, in the case of an individual.

So it occurs to me that the Department of Agriculture is concerned about another food stamp type of program that gets out of hand. It is concerned about this becoming a kind of new welfare program that will become too large, and too expensive.

It would appear to me that this relatively modest investment, if we could meet the whole need, could save our society very substantial investment down the road in the case of the lives of those people as well as help these people to become persons adding their full measure to the joint product, and leading useful and productive lives rather than ending in despair and being part of the problems in society.

It would appear to me that this, therefore, might be, from a very hard-hearted, cold-blooded, economic and social analysis, a good investment. Would you say that this is a fair analysis?

Dr. EDOZIEN. I would say that this is a fair statement. A lot of money is being spent later on, in education and health. If the persons cannot get the full benefits, the full advantages of these benefits because of inadequate development in early life. During the pregnancy and the first 3 years of life determines a great deal of the development in later life, then this is the time, the most critical period to make sure, at least, that whatever programs are going to be available in the future will have an impact.

If the people do not have the physical basis to benefit from future programs, then those future programs really are wasted.

Mr. BUCHANAN. Thank you.

Dr. ZEE. I would like to emphasize again that the program that we are talking about is preventative, and should fall under public health rather than welfare. We must recognize that the assistance that we are giving nutritionally is irreversible if it is not given.

In other words, a good school lunch program will never reverse the damage done in the first 6 months or the first year of life. Therefore, it should only be geared to the specific deficiency that we are looking at.

That is, supplemental foods enhance the growth specifically, the height, weight, and brain size, of course, and it should be always to that population that is at risk. It should never have, of course, the implication that this is another support program, cash program, welfare program, or anything like that. I am only emphasizing what you have already said.

Mr. BUCHANAN. I understand that, and I appreciate it.

Do you have a comment, Dr. Edozien?

Dr. EDOZIEN. I agree with that.

Mr. BUCHANAN. As counsel said a moment ago, I really think that the Department might do well to take a look at the law as it is because the law provides not only medical criteria as a basis for this program, but also "known inadequate nutritional patterns, or severe anemia."

The law describes certain medical bases for inclusion, and then it goes on to say: "or are from low-income populations where nutrition studies have shown inadequate infant diets."

So it would appear that the law as it is would provide an "either/or" situation. You can qualify for medical reasons, you can qualify because you are in a known group that has nutritional problems.

Thank you, Mr. Chairman.

Mr. MILLER. Just a couple more questions.

Do you feel comfortable with the results of the WIC program in terms of the statements that you outline, and what has been shown?

As a medical person, do you feel that the investment of money in this program provides the kind of returns that convinces you to advocate the continuance of the program?

Dr. EDOZIEN. I certainly do.

Mr. MILLER. Is there a way that we can increase the benefits? You have mentioned changing some of the foods that may also contribute to the general health, while not dealing with what appears to be an iron deficiency.

Are there other recommendations along medical lines that could increase those benefits? I am just looking for ways to improve it. I am very jealous of this program. I am trying to defend it in all four directions.

Dr. EDOZIEN. I could not think of any other immediately, but on the whole the program, as it is operated now, for those who are receiving the food supplements, I think that it does operate well.

My suggestions are really based on ways of increasing the coverage at reasonable cost. I think that this is the major change that will have to be made, increasing the coverage because there are probably, from the studies, more people that are needy than those who have been provided for at the present time.

Mr. MILLER. Do you feel comfortable with the administration of the program in terms of its accountability?

Ms. HARVEY. In terms of its accountability, yes. But when you ask me if I feel comfortable with the administration of the program, I almost throw myself on the floor.

Mr. MILLER. As an adversary, do you think that we can also properly defend the program in terms of accountability?

Ms. HARVEY. I think so.

Mr. MILLER. Delivering the products to those people in need.

Ms. HARVEY. Yes.

Mr. MILLER. On the other side of the administration of the program, what do you think?

Ms. HARVEY. As far as the Department of Agriculture is concerned.

Mr. MILLER. Given their past record, is there anything to shine the light on them in the recent months?

Ms. HARVEY. No. I have to say no in all honesty.

As I was commenting to Dr. Zee and Dr. Edozien before the hearings began, at times I am just overwhelmed by how long it seems to take to have things move forward.

For instance, I made comment in my testimony of the new budgets that were released as a result of the lawsuit, and there were some critical mistakes made in those budgets, as I pointed out in my testimony. I don't refer to this to criticize the Department, but more importantly to reemphasize the need for congressional interest in these programs.

Both Congressman Buchanan and Mr. Radcliffe have talked about the law and what the law clearly says. But I think that all of us know, in this program, that despite what the law clearly says, the Department of Agriculture does not carry out the law as Congress intended.

It is a frustrating reaction, but it is something, if we are going to work with these programs and guarantee their success, we have to take for granted and we pretty much have to work from that point.

Mr. MILLER. Do you have any other questions, Mr. Buchanan?

Mr. BUCHANAN. No, thank you.

Mr. Miller. I want to thank you very much for your testimony this morning. I also, again, apologize for coming in late but I think that you have provided us with greater substantiation of why the program should continue to grow, and, hopefully, reach those 3 million people who are in need of it.

With your help, I think that maybe we can do this the next time around. Thank you very much.

The subcommittee stands adjourned until tomorrow morning at 9 o'clock.

[Whereupon, at 10:30 a.m., the subcommittee adjourned, to reconvene on Tuesday, August 31, 1976, at 9 a.m.]

[Material submitted for inclusion in the record follows:]

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NUTRITIONAL BENEFITS FROM FEDERAL FOOD ASSISTANCE:

A Survey of Preschool Black Children from Low-Income Families in Memphis, Tennessee

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RUNNING TITLE: Federal Food Assistance Programs

Approximately 4,000 preschool black children from low-income families in South Memphis participated for 3 years in a supplementary food program sponsored by the U. S. Department of Agriculture. Part of this group received additional benefit from food stamps, day-care centers, and an infant-feeding program. The effects of this participation were evaluated in 250 children selected randomly from the enrollment list of the supplementary program. Each child was examined for height, weight, head circumference, and levels of hemoglobin, serum iron and vitamins A and C. The data were then compared with those from a similar survey in the same area conducted 3 years before.

The results of this comparison indicate significant improvements in height and weight. In 1969, 50% of the children were below the 25th percentile for normal growth (Stuart-Stevenson grid); by 1972 only 29% of the heights and 39% of the weights were below this percentile. The incidence of anemia also decreased significantly during this period, from approximately 25% in 1969 to 11% in 1972. Serum iron values, however, still indicated an iron deficiency in 53% of the children under 2 years of age and in 37% of those over this age. Plasma vitamin A concentrations were low in only 26% of the children as compared to 44% in 1969.

In the absence of other recognizable intervening factors, we conclude that federal food assistance programs were primarily responsible for the observed nutritional improvements.

In 1969 high frequencies of stunted growth and anemia were found within the preschool population of a predominantly black community in South Memphis.[1] These deficiencies were attributed to an inadequate diet due to low family income and provided us with base lines for evaluating the effects of increased federal food assistance to the children of this urban community. Reported here are the results of a follow-up nutrition survey conducted in 1972, after the study population had participated for 3 years in a supplementary food program sponsored by the U. S. Department of Agriculture (USDA) and had received additional benefit from food stamps, day-care centers, and an infant-feeding program. These findings, by comparison with base-line values, demonstrate significant improvements in height and weight and a significant decrease in the frequency of anemia.

Community Characteristics. -- The subjects of this survey were all residents of a predominantly black community in South Memphis. The area encompasses nine census tracts and in 1970 had a population of 37,520, of whom 4,972 were under 6 years of age.[2] Living conditions from 1969 to 1972 were typical of those in urban poverty neighborhoods: nearly 20% of the 10,902 occupied housing units were dilapidated or deteriorating; overcrowding was common, with more than one person per room in 30% of the houses; and many homes were without adequate kitchen or plumbing facilities. Median family income for each of the nine census tracts ranged from $2,986 to $4,783 a year. Yearly earnings for one-half the families were below official poverty guidelines, and 34% to 54% of this group received public financial assistance.[3] According to census statistics, 11.4% of the male labor force was unemployed in 1970.[2]

Averaged data on infant mortality and prematurity in the community were available for the period 1966 to 1971 (Memphis and Shelby County Public Health Department, unpublished). From 1966 to 1968 infant mortality rates per census tract ranged from 22 to 84 per 1,000 live births (Memphis rate, 25); from 1969 through 1971 they ranged from 13 to 37 per 1,000 (Memphis rate, 17.5). The incidence of low birth weights ranged from 18 to 28 per 100 live births in 1966 to 1968 (Memphis rate, 12) and from 14 to 25 per 100 in 1971 (Memphis rate, 10.1).

Three clinics staffed by nurses and nurse practitioners from the Public Health Department are open in the area on weekdays to provide immunizations and treatment for minor illnesses.

Before 1969 the majority of preschool children in this community did not benefit directly from federal food assistance. Only 14% of the families participated in the food stamp program, and USDA supplementary foods were not being distributed in the area. The nutritional status of these children was poor.[1] Approximately 50% of the preschool population were below the 25th percentiles for height and weight on anthropometric charts, and low plasma vitamin A levels and anemia were common.

These deficiencies correlated with low income and a consequent inability to obtain a sufficient quantity and quality of food.

Early in 1969 a supplementary food program was initiated in the community through a contract between the U. S. and Tennessee Departments of Agriculture, the Memphis and Shelby County Health Department, St. Jude Children's Research Hospital, and Memphis Area Project South (MAP-South), a black self-help organization that has been active in the area since 1967. Families in need of supplementary food are identified by MAP-South neighborhood aides who live and work in the community. Medical personnel at St. Jude Hospital authorize the distribution of food, using the following criteria to determine eligibility: (i) the family must reside in the MAP-South area (nine census tracts); (ii) family income must be below poverty guidelines of the federal government; and (iii) the children must be less than 6 years of age.

The types and quantities of supplementary food are determined from criteria of the USDA. The monthly allotment for children of three different age groups is presented in Table 1. In addition, a prepared infant formula enriched with iron, minerals, and vitamins (Similac, Ross Laboratories) had been provided since 1970 to all newborns in the community for the first 6 months of life. This formula and occasionally other foods are financed from private sources.

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Population Sample. -- The population surveyed consisted of approximately 4,000 preschool children enrolled in the supplementary food program in 1972. Cross-sectional samples and sampling procedures were similar to those in the 1969 survey.[1] Every 12th family chart was taken from the MAP-South files for a total of 340 charts. Despite at least three attempts, 26% of the families could not be contacted at home or the legal guardian was not available to give consent. Another 32% of the families were lost because of incomplete or incorrect addresses, or because a child had become ineligible for the survey. Moving without leaving a new address was the most frequent cause of our failure to locate families in the original sample. The migratory nature of the study population was not unexpected, as the 1970 census indicated that 49% of the residents had moved since 1965.[2]

From the 340 charts we were able to locate 154 families with 250 preschool children (primary sample). The distribution of this sample by age and sex is given in Table 2. A secondary sample of 60 children, or every 4th child in the primary sample, was brought to the St. Jude Nutrition Clinic for a complete pediatric workup. <T-2

METHODS

All home visits and measurements were made by the senior author with the help of an assistant from the St. Jude Nutrition Clinic. The purpose of the visit was explained to the parents and with their consent the child's general condition was evaluated. Recumbent length or height was measured with a metal tape permanently attached to a plank with a fixed headboard. Weights were determined with a portable scale that was standardized with a 25-lb weight before each examination. Each height and weight was plotted on the appropriate anthropometric percentile grid of Stuart and Stevenson.[4] Head circumferences were measured with a plastic tape and plotted on the Nellhaus grid.[5] The variability in physical measurements between the 1969 and 1972 surveys could not be tested.

Finger-stick blood was obtained for the following tests: (1) hemoglobin concentrations and red and white blood cell counts by Coulter counter, which automatically computes the hematocrit and red cell indices; (ii) total serum protein and serum albumin;[6] (iii) vitamin A and C levels.[7-9] Test results were analyzed by the Chi-square method.[10]

Children in the secondary sample received a complete pediatric examination. This included blood tests for the presence of sickle cell hemoglobin (Sickledex kit) and G-6-PD deficiency,[11] as well as measurement of serum iron and total iron-binding capacity.[12]

RESULTS

In 1969, 16% of the preschool children in this urban community were below the 3rd percentiles for height and weight on the Stuart-Stevenson grid, and 50% were below the 25th percentiles for these parameters.[1,4] By 1972, heights had shifted significantly to a more normal distribution, and weights were significantly improved in the 25th and 50th percentile groups (Table 3). T-3 Head circumferences were more than two standard deviations below the reference mean in 15% of 300 children surveyed in 1969. Three years later the frequency of below-normal head sizes was 12% among 250 children 0 to 6 years of age and 9% among 77 children 0 to 2 years of age, all of whom had received an enriched infant formula for the first 6 months of life.

The possible contribution of low birth weights (< 2,500 gm) to the above findings was examined. Precise birth weights were available for 226 of the 250 children in our primary sample. Of this number, 30 children weighed less than 2,500 gm at birth. In the present survey 45% of this group were above the 50th percentile for height; the remaining children were clustered in the lower percentiles. As shown in Table 4, this latter group did contribute to the excess number of T-4 small children encountered during the survey, but the effect was slight.

Mean hemoglobin concentrations and hematocrit readings are shown in Table 5. Although averaged hemoglobin values were <T-5 normal (>10 gm/100 ml) for the 0-3 age group in both surveys, the frequency of anemia was significantly greater in 1969 than in 1972 (Table 6). <T-6 In the first survey, 27.7% of preschool children had hemoglobin levels of less than 10 gm/100 ml, compared to 10.9% three years later. This decrease in prevalence of anemia was more clearly demonstrated in the children who were born after 1970 and who were thus eligible for an iron-enriched formula during the first 6 months of life. Only 10% of this group had hemoglobin values below 10 gm/100 ml, whereas in the prior survey the rate for children born from 1967 to 1969 was 40%. When low-birth-weight infants were excluded, these frequencies were 11% and 39%, respectively. Significant decreases in frequency of anemia were also noted for the 3-6 age group (Table 6).

Serum iron studies of 55 children from the 1972 secondary sample substantiated the presence of iron-deficiency anemia (Fig. 1). <F-1 Fifty-three per cent of children less than 2 years of age had transferrin saturation under 15%, and 37% of those between 2 and 6 years of age had values of less than 20%, which is compatible with iron deficiency. Thirty-six per cent of the children had normal hemoglobin levels associated with low transferrin saturation. The

prevalence of sickle cell hemoglobin (7%) and of G-6-PD deficiency (11%) in the secondary sample was comparable to that in the general black population.

The mean plasma vitamin A concentration (± S.D.) in 1969 was 22.6 ± 13.0 μg/100 ml and in 1972 was 26.8 ± 20.3 μg/100 ml. Mean carotene levels (± S.D.) were 90.2 ± 33.2 μg/100 ml and 88.9 ± 39.7 μg/100 ml, respectively; in both survey years two-thirds of these values were within the low or acceptable range, i.e., below 100 μg/100 ml.[9] Inherent in the vitamin A-carotene procedure is the possibility that the high carotene values may be associated with low vitamin A levels. This correlation was indeed present in our sample but to a low degree (correlation coefficient, $r = 0.30$) when deficient vitamin A levels were correlated with their associated carotene concentration. Carotene values ranged from 14 to 197 μg/100 ml and fell well within the range of linearity for our method, which is from 0 to 300 μg/100 ml.

Although no gross clinical signs of hypovitaminosis A were noted in 1969, 44% of 57 randomly selected preschool children had plasma vitamin A levels below 20 μg/100 ml (Table 7), the lowest acceptable value in healthy children.[9] In 1972 only 27% of 250 children had levels below this concentration. Ascorbic acid concentrations, not measured in 1969, were low in 18% of all children examined and deficient in 5.2% (Table 7). Albumin levels below 3.5 gm/100 ml

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were found in 5.7% of 209 children in 1969 but in only 2% of the 248 children examined in 1972, which represents a statistically significant improvement ($P < 0.05$).

Physical examinations, chest x-rays, and skin tests for tuberculosis and histoplasmosis revealed no evidence of serious chronic infections. The incidence of mild upper respiratory tract or skin infection was 25% in 1969 and 20% in 1972. White cell counts higher than 10,000/cu mm were found in 20% of the children in 1972.

Economic conditions in the community remained depressed during the evaluation period (Table 8). Half of all families surveyed earned less than $2,500 a year, compared to $1,838 a year in 1969. The 1972 federal poverty guidelines[3] list $2,790 as the lowest acceptable annual income for a family of two and $5,580 for a family of seven, the median number in this study. Participation in the federal food stamp program rose from 14% in 1969 to 56% in 1972, while the percentage of children receiving free meals at day-care centers rose from 0% to 10%. The median charge for food stamps purchasing $145 of food was $38 a month. Seventeen per cent of these households did not spend additional cash for food; the remaining families spent an extra $35 a month on meals.

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DISCUSSION

Federal support to child nutrition programs increased substantially during the 3-year period 1969-1972. In fiscal 1972 Congress appropriated $1.2 billion for this purpose, a 3-fold increase over the 1969 appropriation.[13] Although several small-scale evaluations have been completed and more ambitious studies are underway,[13, 14] the benefits of this strengthened federal support are still in doubt.[15]

The present survey indicates definite nutritional improvement among black preschool children who participated in federal food assistance programs in South Memphis. High frequencies of retarded height and weight, first noted in 1969, had significantly decreased by 1972, with the distribution of heights approaching that for healthy white children living under normal conditions of home life in Boston (Table 3). Data for healthy black children receiving optimal care were not available for comparison; however, growth rates for blacks have been found to be nearly identical to those of whites.[16-18] The frequency of anemia also improved significantly during this period, from approximately 25% in 1969 to 11% in 1972 (Table 5).

As in most large-scale nutrition surveys, the data in this study are cross-sectional and do not explain the nutritional experience of individual children. We encountered uncontrollable variables that prevented direct correlation of food consumption with nutritional improvement. For instance, we were not able to monitor a child's actual daily intake of food, nor could we control whether or not a family collected its food allotment on a regular basis. Nevertheless, in the absence of other recognizable intervening factors, we believe that (i) community implementation of a USDA supplementary food program, (ii) 6-month's provision of a fortified infant formula to all newborn infants in the community, (iii) a 56% participation in the food stamp program, and (iv) free meals provided by day-care centers were primarily responsible for the observed nutritional improvements. Changes in family size and annual family income (see Table 8) were not sufficient to be considered as major contributing factors. A social and political awakening within the population could have stimulated greater self-reliance and resourcefulness, and hence resulted in improved diets, but this possibility could not be substantiated. A reduced rate of prematurity in the 9-census-tracts area would have contributed to improved growth indices, but the annual percentages of low birth weights in the 1969-1972 period were not significantly different from each other (16.0%, 16.5%, and 17.6% respectively).

Despite the improvements demonstrated by this survey, a number of nutritional deficiencies still persist in this preschool population. A probable explanation is that the food packages are not designed to guarantee intake of all necessary nutrients. The persistence of anemia in these children undoubtedly stems from insufficient iron to supplement the home diet. Farina, a wheat cereal fortified with iron, is distributed throughout the community but is disliked by most of the children and consequently not eaten. The high incidence of low vitamin A and C levels may be due to a variety of reasons: the scarcity of vegetable and fruits in the Memphis ghetto diet; the aversion of most children to vegetables, even if they are offered; and the low vitamin A content of the supplementary foods. Some of these deficiencies could be corrected by proper nutritional counseling, which presently is a serious omission in food distribution programs involving commodities or stamps. However, the expense of providing a large population with professional counseling can be prohibitive. Certainly a less expensive and equally effective approach would be to adjust the commodity food program to the deficiencies of its recipients. Such programs should also provide more protective foods. A striking example of how effective this can be was shown by an earlier study of infants who received a 6-month's supply of iron-fortified formula after birth.[19] Frequencies of anemia and hypovitaminosis A in this group were significantly lower than in a similar group fed evaporated milk.

We conclude that federal food assistance to preschool children produces significant improvements in growth rates and other nutritional parameters and that such programs should be improved and continued to eradicate persisting deficiencies.

Table 1. --Monthly Allotment of USDA Supplementary Food to Children 0-6 Years of Age

Food Item	Unit of Issue (gm)	Quantity Per Child Per Age Group		
		0-12 mo.	13 mo. -3 yr.	3-6 yr.
Evaporated milk	Can, 368.6	30	30	10
Farina[*]	Box, 396.9	2	2	2
Corn syrup blend	Bottle, 680.4	3	0	0
Fruit juice	Can, 1360.8	2	3	3
Scrambled egg mix[+]	Package, 340.2	2	4	4
Meat or poultry	Can, 1417.5	0	1	1
Vegetables	Can, 482.0	0	4	4
Instant nonfat dry milk	Box, 1077.3	0	0	1
Peanut butter[+]	Can, 907.2	0	1	1
Instant potatoes[‡]	Package, 453.6	0	1	1

[*] Wheat cereal

[+] Discontinued from August 1970 to April 1972

[‡] Discontinued in February 1971

Table 2.--Primary Samples. Distribution by Age and Sex*

Age (yr)	Boys		Girls	
	1969	1972	1969	1972
0-1	13	20	8	19
1-2	20	14	29	24
2-3	24	21	23	21
3-4	27	15	23	27
4-5	38	20	30	22
5-6	31	20	34	27
TOTALS	153	110	147	140

*Total boys and girls: 300 in 1969 and 250 in 1972

Table 3. --Distribution of Heights and Weights on Anthropometric Charts*

	Heights†		Weights†	
	1969	1972	1969	1972
Below 3rd percentile	16%	6%	16%	12%
Below 25th percentile	50%	29%	50%	39%
Below 50th percentile	70%	54%	73%	58%
Below 75th percentile	90%	72%	86%	78%
Total no. children	300	250	300	250

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*Reference values were those of Stuart and Stevenson[4]

†Changes in height were statistically significant ($P < 0.001$) for all percentile groups, whereas those for weight were significant in the 25th ($P < 0.01$) and 50th ($P < 0.001$) percentile groups only.

Table 4.--Contribution of Children with Low Birth Weight to Frequency of Subnormal Height and Weight

		Height		Weight		
		Below 3rd percentile	Below 10th percentile	Below 3rd percentile	Below 10th percentile	Total no.
1969	Normal birth wt.	15.0%	25.7%	10.7%	22.9%	140
	Normal + low birth wt.	17.4%	28.9%	16.2%	28.3%	166
1972	Normal birth wt.	5.1%	11.2%	9.7%	19.9%	196
	Normal + low birth wt.	5.8%	11.9%	11.5%	23.0%	226

Table 5.--Mean Hemoglobin and Hematocrit Levels in Primary Samples

Age Group (yr)	Hemoglobin Concn. (gm/100 ml) 1969	Hemoglobin Concn. (gm/100 ml) 1972	Hematocrit Reading (vol. %) 1969	Hematocrit Reading (vol. %) 1972
0 - 3				
No. Subjects	123	119	123	119
Mean	10.9	11.5	33.7	33.9
S.D.	1.4	1.2	2.9	3.4
3-6				
No. Subjects	177	131	177	131
Mean	11.6	11.8	34.4	35.2
S.D.	1.1	0.9	2.4	2.6

Table 6. --Distribution of Hemoglobin Levels

Hemoglobin Range (gm/100 ml)	Percentage of Children *			
	0-3 yr		3-6 yr	
	1969	1972	1969	1972
<9.0	9.8	5.0	1.7	0
9.0 - 9.9	17.9	5.9	7.9	3.8
10.0 - 10.9	22.0	18.5	15.3	6.9
11.0 - 11.9	25.2	32.7	40.7	39.7
12.0 - 12.9	21.1	31.1	24.3	40.5
13.0 - 13.9	3.2	5.0	8.5	7.6
>14.0	0.8	1.7	1.7	0
Total no. of children	123	119	177	130

*The prevalence of hemoglobin levels below 10 gm/100 ml in children 0-3 years of age dropped from 27.7% in 1969 to 10.9% in 1972 ($P < 0.001$). In the other children the frequency of hemoglobin values below 11 gm/100 ml dropped from 24.9% to 10.7% ($P < 0.01$).

Table 7.--Frequency of Biochemical Vitamin A and C Deficiencies

Deficient or low concentrations[*]		1969 (57 children)	1972 (250 children)
Vitamin A	$< 10\ \mu g/100$ ml	18%	6%[+]
	$< 20\ \mu g/100$ ml	44%	27%[+]
Vitamin C	< 0.1 mg/100 ml	NT	5%
	< 0.2 mg/100 ml	NT	18%

[*] From reference 9.

[+] $P < 0.001$

NT = Not tested

Table 8. --Information from Family Interviews*

	1969	1972
Median annual income per household	$1,838	$2,500
Median annual income per capita	$ 334	$ 396
Median household size	6.8	7.0
Participation in food stamp program	14%	56%

*Data compiled from 130 (1969) and 145 (1972) successful interviews.

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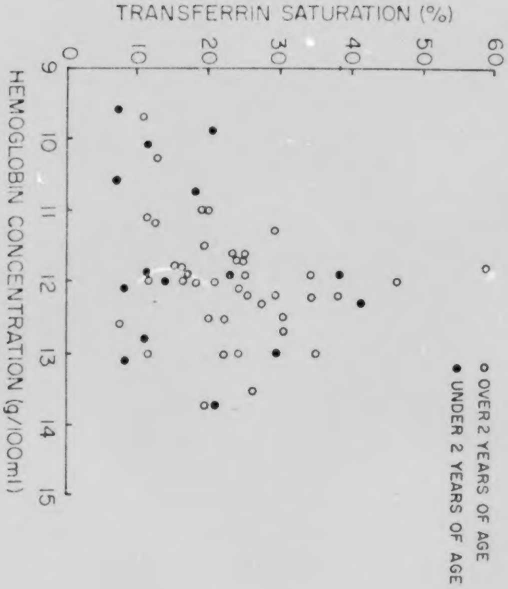
FIGURE LEGEND

Figure 1. Scattergram demonstrating the correlation between hemoglobin concentration and transferrin saturation in 55 preschool children surveyed in 1972. The frequency of iron deficiency as shown by the transferrin saturation studies exceeded the frequency of anemia. Approximately one-third of the children with hemoglobins above 11 g. had low transferrin saturation.



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We are indebted to Ms. Elizabeth Pell, to Mr. John Gilbert and to the Staff of Memphis Area Project-South for their assistance in these studies.

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

TUESDAY, AUGUST 31, 1976

House of Representatives, Subcommittee on
Elementary, Secondary and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The Subcommittee met, pursuant to adjournment, at 9:10 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Mottl, Miller, Quie, Buchanan and Pressler.

Staff present: John F. Jennings, majority counsel; and Charles Radcliffe, minority counsel.

Chairman Perkins. The subcommittee will come to order. A quorum is present.

We are going to start right in. Let me welcome you people here this morning. We are conducting some oversight hearings in connection with the WIC program, and the supplemental food program. In my way of thinking, these are most important programs. We want to improve them.

We have some complaints from different sections of the country regarding the summer feeding program that there has been tremendous waste in certain areas by fly-by-night people, who became sponsors of the program, and to some extent have defaulted the Government out of money.

I don't want any of that to take place around the country because that pulls the good programs down, like the WIC program. It is for these reasons that we want in any way possible to improve these programs, and to get some evidence from the people who are operating the programs, who know how they work, and can give the committee some suggestions on how the programs may be improved.

We will be delighted to hear from you, Mr. Grenville, at this time.

STATEMENT OF CHARLES GRENVILLE, DIRECTOR, FOOD PRESCRIPTION PROGRAM, FOCUS: HOPE, DETROIT, MICH.

Mr. Grenville. Thank you, Congressman Perkins, and Congressman Mottl, and Congressman Miller.

Chairman Perkins. I am informed, and I want to tell you that Jimmy O'Hara, one of our outstanding members, wanted you to testify on this program. Go ahead.

Mr. Grenville. May I introduce Father William T. Cunningham, the executive director of Focus: HOPE, and Mrs. Eleanor Josaitis, the associate director, who are here with me to respond to questions which this honorable body may have.

Sustaining a supplemental feeding program through the past 6 years has been like fighting a protracted war in the trenches. We are three warriors, tired but determined to endure, and sorely needing the kind of help H.R. 11967 will give us.

This legislation is long overdue. It will give dedicated people around the country, who have hung on to the supplemental food program by their fingernails for so long, a decent handhold at last.

To many in our society, poor and hungry people are an abstraction. So we use this image to help them grasp the Detroit Health Department's official estimated need for supplemental food.

Picture Michigan Stadium at Ann Arbor filled to capacity with 103,000 mothers and children under 6 from the city of Detroit. Standing outside, unable to get through the gates are another 27,000 such persons from Detroit. They are all undernourished, and many are hungry. The public address system comes on and the announcer tells them that supplemental food is now available for the first 10 rows.

Someone might object, as the Department of Agriculture has in the past: "But you already have, by twice over, the largest supplemental feeding program in the Nation, and Detroit has one of the largest WIC programs in the Nation." But we will not have a large enough program or even a successful program until there is not a hungry child left in Detroit.

Focus: HOPE is a metropolitan organization of 15,000 volunteers who are concerned with racial justice and integration. We say that these 130,000 needy mothers and children in Detroit have a right to adequate nutrition based on their right to life.

The fact that 95 percent of them are black, coupled with the known effects of undernutrition on their chances for a worthwhile future, makes deprivation of food a subtle, but radical form of racial injustice.

This month, Detroit gained national attention over the wanton, violent crime of roving gangs of black teenagers. They are dropouts, nonachievers, desperate for any social recognition. These youths are equipped to give little to society, partly because our society has long ago told them that we have no room for them.

This month also, the Focus: HOPE food prescription program will graduate, so to speak, its first class of children who have had the advantage of supplemental food from the beginning of their life. They represent a new generation of hope for our society. They will enter school this fall with all their physical, mental and emotional capacity intact.

They are the best argument for expanding and improving the supplemental feeding program, and for sustaining our national commitment long enough to achieve the desired results. These children are the reason Detroit's supplemental feeding program has endured.

Almost from the very start the commodity supplemental feeding program has been the unwanted stepchild of the Department of Agriculture. USDA established it on an administrative basis, and it has never been codified in law as a program.

The result has been arbitrary administration, based not on a commitment to feed the hungry but on the prevailing agricultural policy. In recent years, we have seen a whole series of USDA attempts to eliminate the supplemental feeding program altogether.

We have had to fight this all along with regrettably little help from the Congress. We fight because in our opinion, and in the opinion of sponsors and participants of commodity supplemenetal food programs in such cities as San Francisco, New Orleans, Washington, D.C., Denver, Little Rock, Memphis and others, it is still the best supplemental food program available.

In places where the program still exists, it has won the trust of participants and the support of the community. In the case of Focus: HOPE, that support, coming from volunteers, health professionals, business, religious and civic organizations, every single official elected to represent the Detroit area and from local, national and international media, has forced the USDA to expand our supplemental feeding program on two occasions and to reverse decisions which had withdrawn foods from the supplement.

A major reason for this kind of widespread determined support, aside from the growing concern about hunger and its tragic effects, has been the economic soundness of the commodity supplemental food program format.

Instead of paying retail markup prices or home delivery charges, the commodity supplemental program combines the vast purchasing power of the USDA with some form of direct distribution.

The average administrative cost of programs around the county has been kept to a minimum. In the case of Focus: HOPE, it is less than 10 percent of the food's retail value.

But the supplemental food program has been losing ground over the years. The warriors are tired, and we need the legislation now. We believe our country needs to keep open the option of this kind of supplemental feeding format. It has worked, and is working. It is the program of choice in many localities. Alive, the commodity supplemental feeding program can play a crucial role in shaping national policy.

H.R. 11967 addresses the real problem we have faced. At no additional cost to the taxpayers, it stabilizes a feeding program already in existence. At very little additional cost, it eliminates the anxiety of a yearly struggle for survival, which gaining administrative funds has entailed.

It would give Focus: HOPE the tools for the first time to combine outreach and nutritional education with our food distribution. It provides infant formula, a long-recognized need of participants. It guarantees that the whole supplement will be available each month. That is what the people of Detroit have wanted and needed for a long time.

Thank you.

Chairman PERKINS. That was a good statement. I will withhold questions until we hear from the other witness, Mrs. Peggy Kidd. Come around, Mrs. Kidd.

Mrs. Kidd is with the bureau of health, Kentucky Department of Human Resources. I want to know what is going on down there in connection with this program.

STATEMENT OF PEGGY S. KIDD, BUREAU OF HEALTH SERVICES, KENTUCKY DEPARTMENT OF HUMAN RESOURCES, FRANKFORT, KY.

Mrs. Kidd. Congressman Perkins, and other distinguished members of the subcommittee, I am pleased to report that there has been significant progress in the Kentucky WIC program since I last had an opportunity to appear before this committee.

As you know, the U.S. Department of Agriculture has recently implemented expansion plans which we advocated in February of this year. This expansion has allowed us to fund all pending applications, grant caseload increases and to utilize our administrative money to their maximum potential.

We are presently informing applicants in 31 Kentucky counties that they can initiate WIC services. Additionally, 26 currently operating projects are being advised to expand their services.

It is regrettable, however, that approximately 12,000 citizens were forced to await this badly needed nutritional service while the U.S. Department of Agriculture impounded funds intended by the Congress to be fully utilized.

Today, I would like to discuss with you Kentucky's experiences with the two nutritional programs which we are considering—the supplemental feeding program and the WIC program.

In early 1970, the McCreary County, Ky., Health Department requested permission to implement a supplemental feeding program. McCreary County was at that time receiving food stamps and the regulations clearly stated they were eligible for a program.

While negotiations were progressing, we were told by representatives of the U.S. Department of Agriculture that applications from counties receiving food stamps were not being funded at that time. Due to this delay by the USDA, McCreary County never implemented a supplemental feeding program, although the need was critical.

Chairman Perkins. McCreary County never did implement the program?

Mrs. Kidd. The McCreary program never did get implemented. The need there, as you well know, was very critical.

Shortly after McCreary County's experience, the Warren County, Ky., Health Department also expressed interest in the supplemental feeding program. Since Warren County was receiving commodity food distribution, they were determined to be eligible for the supplemental feeding program and were approved for implementation on the program in the fall of 1970. They continued that program until January 1975, when their WIC application was approved and funded.

I talked with Mr. Charles Hume, who was the administrator for the Warren County Health Department, when the program was initiated, and he is presently still the administrator. He gave the following reasons for Warren County's desire to switch from the supplemental feeding program to the WIC program.

(1) Children were not eligible to be served by the supplemental feeding program;

(2) The supplemental feeding program food package varied from month to month;

(3) The distribution center was only open 3 hours per week. This schedule did not always correspond to the time clients came to the health department for other services;

(4) The distribution center was located in an area remote from the health department;

(5) The supplemental feeding program provided no administrative support for the health department;

(6) The WIC program provides a constant source of nutritious foods designed to meet the needs of this high risk clientele and the infant food package has a higher nutrient content than the supplemental feeding program package;

(7) WIC foods are available to clients through grocers in their neighborhoods;

(8) WIC mandates a nutrition education component for its recipients;

(9) The WIC program provides administrative support for health personnel. The range of health services supported by the general health dollar is declining, thereby making it mandatory that health programs provide administrative dollars;

(10) The WIC program supports the local economy by its delivery system. Thus, public relations are improved for the local public health agency.

In the Kentucky Department for Human Resources, we have observed that the WIC program has received a high degree of acceptance by local health professionals. The Warren County supplemental feeding program which was Kentucky's only program, served an average monthly participation of 125. The Warren County WIC program is presently approved to serve 500 monthly. They expect to reach that increased allotment within a very short period of time.

In the department for human resources we had few requests for the supplemental feeding program. We are now serving 50 percent of our counties with WIC programs, and this as a result of local initiative.

We have documented for this committee on previous occasions the health benefits of the WIC program, such as decrease in anemia in participants. We are now observing additional benefits, such as improved food buying practices. Nutrition knowledge gained from buying WIC foods is being carried over to other foods not included in the WIC package.

We are looking forward to continued improvement in the administration of the WIC program by the USDA. The food package needs to be revised to enhance its acceptance and nutrient contribution. We feel that additional protein rich foods would improve the package.

Congressman Perkins, you know that the staff of life in eastern Kentucky is pinto beans. We feel that this would be a good addition to the WIC package. We also think that we will be adding peanut butter to the package come January.

Nutrition education activities supported by WIC moneys should be extended to all clients in this population group, not limited to WIC recipients. Many pregnant women, infants, and children are potential WIC recipients. They need only to develop detectable nutritional risk symptoms to be eligible for WIC services. Nutrition education programs should be provided as a preventive measure.

We would also like to appeal for a fixed amount of administrative moneys. As you are aware, administrative funds depend upon redeemed food dollars. Therefore, the budgeting process is difficult. In many cases, projects need to add additional personnel to handle this program, but we cannot assure them of a fixed amount of money.

A major concern about the WIC program is that we still have 59 counties with no WIC services and approximately 37,000 Kentuckians in our Commonwealth waiting to be provided WIC services.

WIC is a good program. It does improve the quality of the diets of this very high-risk population. A nation as prosperous as ours can ill afford to deny these services to those in need. Thank you.

Chairman **Perkins**. Let me thank both of the witnesses this morning.

First let me say that I personally feel there is a significant difference in the supplemental feeding program, and it would be my hope that the evidence bears it out in the next authorization before the committee, and that we will so spell out that distinction, so that we will not be confronted with a situation like you have been confronted with in McCreary County, Ky.

I recall the days when I was a boy and that county grew to 60,000 people. The mines were fresh in the early 1920's. Now it is approximately 35,000 people. We have lost approximately 25,000 in population. It is true enough that we have some of the best coal in the country in that county, and a lot of people are making tremendous amounts of money down there now. But the little fellow who lives up and down those creeks, their forefathers gave away that mineral for 25 or 50 cents an acre, and they are not beneficiaries. As a result, we have, perhaps, more poor people and unemployed people in McCreary County, Ky., some 11 or 12 percent presently, which is high compared with the remainder of the United States.

This certainly makes me believe, in view of your testimony, that we should make certain that the supplemental feeding program is carried on separate and distinct from the regular programs. They may overlap to some extent, but they serve different needs.

Now, first, Mr. Grenville, you know the Department of Agriculture. They have been telling us that your program is a supplemental food program and should not be continued. They say that the WIC program meets the same needs. I just want to know how you respond to that.

I know that you realize that the supplemental feeding program has an appropriation of about $17 million, a very small appropriation, whereas the WIC program has approximately $250 million.

Let me hear your response to that question, and then I will ask the lady from Kentucky to respond to it.

Mr. **Grenville**. I think that my response to that, the supplemental food directors in the cities that I have mentioned, would be that this attitude on the part of the Department of Agriculture stems from their general policy to withdraw from the purchase and distribution of commodities.

We have seen the same thing happen in the school lunch program, and other programs that use commodities. We hold on to this type of program because in our opinion the supplement is a more beneficial supplement. It contains foods that are not in the WIC package, such as vegetables, meats, and so on.

The participants in cities such as San Francisco, and our own, have clearly spelled out in a kind of referendum that this is the kind of program they want. We also think that before the country closes out the use of commodities for this kind of program, or other kinds of programs, we should take a look at the economics of the system of buying commodities and distributing them directly, versus the system of putting out cash to the localities which inevitably go to pay retail market prices, and in some cases home delivery markups.

Chairman PERKINS. I appreciate your response.

Mrs. Kidd, do you want to respond to the same question?

Mrs. KIDD. I think the program that best fits the needs of the people is the program that the people will accept. In our State we did not have any good fortune in getting the supplemental feeding program started. We have had good luck with the WIC program. Therefore, the needs of our people are best met by the WIC program, but that does not preclude the fact that there are some benefits in the SFP package such as vegetables and the other foods that are not in the WIC program.

I think that the legislation that has been introduced to continue the supplemental feeding program would improve that program. There again, I guess, I am pleading for the best of both worlds. Take some of the fruits and vegetables from the supplemental feeding program and put them in the WIC program, and then let people have a choice.

Chairman PERKINS. Let me ask you one question. Yesterday we heard that the medical criteria is used to determine eligibility in the WIC program, and that that criteria is too restrictive. Do you agree? If so, what other criteria would you propose for determining eligibility? What other criteria would you use, Mrs. Kidd?

Mrs. KIDD. In spite of the fear of being blackballed by my peers, I feel that we have to keep this program a health program. In Kentucky I know that this is true. We could not have the acceptance by our 50 county health departments if this program is going to cause a thinking line outside the health department.

People as taxpayers do not believe in duplicate programs. We do have restrictive criteria. However, we do have a catchall in that people with inadequate diets who are not eating properly are added to the WIC program. We feel that we must have medical criteria.

Chairman PERKINS. Let me thank you, Mrs. Kidd, and you, too, Mr. Grenville, for your appearance here this morning. You have been most helpful.

I am going to let Mr. Miller take this seat, but first I see that Mr. Radcliffe is here, and wants to ask a question, and Mr. Buchanan wants to ask a question.

Tell the people in Kentucky that Congressman Quie is very cooperative, and Congressman Miller from California has taken such a deep interest in this program, that I think next year we can thrash out this supplemental feeding program and clear this thing up. We will strengthen both the WIC program and the supplemental feeding program.

Mr. MILLER. I understand that we have another witness who would like to testify.

If you would go ahead, and then we will ask the full panel to answer questions.

STATEMENT OF FATHER ROGER P. MORIN, DIRECTOR, OFFICIAL SOCIAL APOSTOLATE, ARCHDIOCESE OF NEW ORLEANS, LA.

Father MORIN. The concern of the New Orleans Archdiocese in terms of the supplemental food program goes back to the spring of 1970 when the program was first implemented in New Orleans. Since that time, the archdiocese has been the agency responsible for the operation of the distribution centers. Therefore, it has been directly involved in meeting the people on a person-to-person basis, and seeing those people who are the beneficiary recipients of the supplemental food program.

Our concern is, of course, that there is a need for both programs. What concerns or remarks we make in reference to the WIC program are certainly not to demean the WIC program, but rather to appeal to Members of the Congress from the point of view that there is certainly ample room and need for both programs to exist side by side.

As stated yesterday, I believe, by Stefan Harvey from the Children's Foundation, when we combine the total number of recipients participating in both the supplemental food program and the WIC program we are still reaching only about one-third of the total risk population, which should be reached by some type of supplemental feeding program.

Our experience has been the same as the city of Detroit in terms of dealing with the Department of Agriculture, insofar as we feel that the bureaucratic procedures, or those who are involved in the administration take, and have taken, the freedom to implement decisions that go contrary to the continued existence of the supplemental food program.

In the enabling legislation, Public Law 94-105, it is stated that it was the intent of the Congress, in the implementation of the WIC program, that operate along side and side by side with other existing supplemental food programs.

The approach on the part of the USDA was to, at first, coerce supplemental food programs, and to insist that they change over to WIC. New Orleans, along with State representatives, and representatives of city government and city health officials, decided at that time that the items in the WIC program were not sufficient to the needs of our population in New Orleans, and we decided to remain in the supplemental feeding program. We feel that it was the intention of the Congress when they enacted the WIC legislation.

In fact, the items pointed out this morning by Mrs. Kidd from Kentucky, while mentioning why they did not go into the supplemental feeding program relate directly to the privations, let us say, that were worked against the supplemental food program.

She said that the infant component in WIC was better than supplemental food. It is simply because the Department of Agriculture refused to provide commercially prepared iron fortified formula to the supplemental food program, when in fact they already had this authorization in existing legislation.

It was only after, now, more than 2 years of arguing back and forth with the Department of Agriculture that the supplemental food program will have commercially prepared iron fortified formula.

So when we compare the two programs again, we have to see that we cannot measure WIC against SFP on the basis of what SFP had been held to in the past, but rather what its full potential is as a supplemental feeding program.

The present legislation before the House, in terms of administrative funds and more money for health components, would, then, put the supplemental food program on a parity, or certainly equal basis with WIC. Then the choice would be up to the people, the local health officials, to decide which is the best program for their population.

As long as supplemental food programs have to beg, borrow and steal every year to get the money that they need to continue, it certainly makes it look more inviting for them to go over to a WIC program where they can have the administrative costs provided.

Mr. MILLER. May I interrupt you for just a moment, Father Morin?

Again, the population you serve in your program in Louisiana incompasses what age group?

Father MORIN. The age group that we deal with, the expectant mothers and also post-partum, and infants from birth up through their sixth birthday.

Mr. MILLER. I am trying to establish for the record, if there is an overlap, the overlap is between zero and five.

Father MORIN. There is no overlap in our situation. Both programs are directed toward the same population because of the age groups.

Mr. MILLER. Mrs. Kidd, you say that children are not eligible to be served by the supplemental feeding program. Why is that?

Mrs. KIDD. This was a nice little Department of Agriculture regulation that projects funded after April of 1970 could only serve children under 13 months of age. My records tell me, and from talking to USDA officials last week, that there are still 59 programs in the country, and 56 serve the full range, and 3 do not.

Mr. MILLER. We passed a law for a supplemental feeding program.

Mrs. KIDD. Yes, you did.

Mr. MILLER. It said that they would serve zero through six. Then, they came along and said: "You will serve zero through 13 months."

Mrs. KIDD. I have it in writing, if you would like to see it.

Mr. MILLER. I don't doubt that you have it.

Mrs. KIDD. I didn't believe it, when I read it, either.

Mr. MILLER. There are three other programs that have received that kind of direction in the country?

Mrs. KIDD. It is my understanding that three of the existing programs still do not serve children beyond 13 months of age. One in Arkansas, and two in North Dakota.

Mr. MILLER. Do you know what the children do after that, where there may not be a WIC program?

Mrs. KIDD. Ours in Warren County got nothing extra.

Mr. MILLER. I am going to go ahead and let Mr. Buchanan ask questions, and then I will come back.

Mr. BUCHANAN. Thank you, Mr. Chairman.

Mr. Grenville, in your testimony, you have underlined something with which I believe all of the witnesses would agree.

You talked about graduating your first group, your first class of children that had supplemental foods from the beginning of their life. They would enter school with their physical and mental capacity intact.

As we were discussing yesterday in the hearing, I think it is pretty well established that nutritional needs from pregnancy through the early years of childhood can permanently limit an individual's capability and ability to cope with life, and limit forever that individual's chance to grow to his full mental and physical capability. Do you all agree with that?

Mr. GRENVILLE. Yes, sir, absolutely.

Mr. BUCHANAN. You mention that crime is a prime problem in Detroit involving young people. Do you feel that it is possible to establish some connection between such social problems as crime, as a perpetuation of our other dismal welfare situation, and this problem of nutrition during the time of pregnancy and early childhood?

Do you think that there is any connection between those two things?

Mr. GRENVILLE. We believe that there is beginning to collect some evidence of behavioral results of malnutrition. A recent study that was produced by the Department of HEW, which I cannot cite exactly, produced research mainly from South America showing a connection between malnutrition, not so much retardation as patterning to be a slow learner, and being afraid of tasks.

I think that the research is not definitive at this point, but what is being suggested is that commonly accepted in the field of psychology is the importance of the oral needs of a child and the feeding of child by mother being more than just a physiological event.

This is the child's first contact socially, and the formation of psychological patterns is set up. What is being hypothesized is that the infant who is malnourished and is anemic will tend to be a listless infant. This infant will not stimulate or initiate maternal caring actions. The mother will find the infant to be uninteresting and dull, and will not show caring types of behaviors as much for this child.

The end result is that children deprived in this fashion tend to have some characteristics later on in life. They tend to be unable to form anything more than superficial relationships with other human beings. They tend to look upon the environment around them as being hostile to them. They tend to feel that they are somewhat worthless, and they tend also to react to stress situations with violence.

I don't think that the evidence is in, but we believe that the culmination of this kind of psychological patterning early in life, along with the inability to really achieve at school, makes these children then go out into the streets seeking some other kind of recognition in an unacceptable way from society.

We have found that the story of the gangs in Detroit has been, alongside with the crimes, a great deal of harassment of people in eating establishments and other places, in terms of the physical damage relatively mild, but mainly looking for some kind of recognition.

Mr. BUCHANAN. It would seem to me, aside from the humanitarian considerations involved, although, in fact, our basic ideals as a nation center around the individual, his rights and his liberty.

It seems to me that there are some social implications in the long run to permitting a situation to exist in which infants and people in early childhood, and during the time of pregnancy, have nutritional lacks that can have long-run social as well as individual consequences.

That being the case, we are meeting about one-third of the problem now, you have testified, or an estimated one-third. Let me narrow it down, all the witnesses support both of those programs. Is that correct?

Mr. GRENVILLE. Yes; that is correct.

Father MORIN. It is correct.

Mrs. KIDD. Yes; as the legislation is introduced.

Mr. BUCHANAN. What I want to get at is, Mr. Chairman, the distinction between the various programs, because this gets a little confusing, I think.

Mr. Grenville, you mentioned the delineation of the program not being a retail program. Now, as I understand, food stamps, for example, the person purchases the food stamps for a fraction of their retail value, and then he goes into a store and purchases all, except the excluded list, with the stamps on a retail basis.

As I understand the WIC program, it is also a retail purchase program. Now, would you explain the difference in the case of supplemental food programs?

Mr. GRENVILLE. The supplemental food program uses nine commodities that have been set up as a basic supplement. These are purchased on bids by the Department of Agriculture in bulk shipments, and they are transported by trains to the various food distribution centers around the country.

Then, in one form or another, the local agency distributes this food. Some of them put the supplemental packages together, they combine the foods. In our case, we put it on our shelves as if it were a supermarket, and the persons, when they come in, have a list of the maximum amount that they can have.

In this program we are not dealing directly with any funding in the form of cash from the Government. We are dealing with the support coming by way of the commodity foods. The administrative funding that we use to warehouse and distribute the foods has to come from some other source,. other than the Department of Agriculture.

This has been one of our problems each year because our programs have often failed to get the administrative funding. In some places they have had to collect on street corners to keep the program alive, such as in the case of St. Louis a few years ago.

The WIC program is set up in the form of cash grants to the States' health departments, which are then given to the local programs. The usual pattern is to use these and to transform this cash in the form of vouchers which are usable in local retail outlets; or in the case of Detroit, to contract with home delivery companies, which deliver the products to the door of the people.

There are a few projects around the country that use a co-op buying system to purchase the food, and then distribute the food directly, similar to the way we do it. These tend to be more economical.

Father MORIN. It is my personal appraisal, in terms of the economics of the situation, the value of the food that is actually distributed and put in the hands of the people who need it, our experience has been that the total administrative costs in Louisiana to administer the program for 13,000 to 14,000 recipients on a monthly basis, the total administrative costs for 1 year would be less than 10 percent, while we are distributing over $2 million worth of food stuffs. That is the dollar value at which the Department of Agriculture has purchased them.

If we were participating in the WIC program, our administrative costs would be provided to us as a certain percentage of the retail value of that food that is provided. So we look at it from the point of view of which program provides the most food per dollar for the recipients rather than having the voucher system which means that the food has come from the farmer or the producer through the wholesaler, to the retailer, and then to the recipient.

Those who administer the program on the State or local level receive a percentage of the dollars that they spend. You are faced, then, with the question of how many cents out of each dollar appropriated for the WIC program actually goes into providing food.

If the program is directed toward a nutritional supplement, and not an economic multiplier in the community, you would, then, base your judgment on how to get more food for the tax dollars to the people who need it the most.

I think that some decisions have been made administratively that are based on the economics of the situation rather than addressing themselves specifically to the matter of quantity and quality of food stuffs for those who have been diagnosed as being at nutritional risk.

Mr. BUCHANAN. Do you have a comment, Mrs. Kidd?

Mrs. KIDD. No.

Mr. BUCHANAN. Then you would maintain that where you have this kind of program going, it could involve some administrative cost savings, and more food and more nutrition delivered for Federal dollar expenditure.

Father MORIN. I believe that the cost, administratively would be more than double. In fact, I think this is the experience of those who are administering the WIC program. So, I believe that the supplemental food program is a more economical one.

I think that with the inclusion of the commercially prepared iron fortified infant formula, when one adds up the total nutrients at present of the supplemental food program with its meat, peanut butter, fruit juice, vegetables, and so forth, perhaps Mrs. Kidd can tell us, that we would have a more nutritious program than we do, in fact, with the advent of the commercial formula: Yet all of this is at less cost to the taxpayers, and putting more of a variety of foods into the hands and the households of the people who need it.

Mr. BUCHANAN. Counsel reminds me that WIC does include a medical aspect that might be a portion of the administrative costs that are involved in the value of the WIC program.

It would appear that you are saying, in essence, that the bulk buying by USDA, and skipping this whole wholesale-retail process is a substantial saving. Yet, in WIC, you do not have the incentive to save because you are getting a percentage on how much you spend.

Father MORIN. It is a cost-plus contract, if you will. The other thing is that the supplemental food program in New Orleans does have a medical component as well. The city health clinics are responsible for the certification of the participants. and the certification is renewed every 6 months which requires a visit back to the health clinic, or the neighborhood health centers.

So, from birth up to 6 years, the children are put in contact with medical personnel who are seeing them and detecting any early problems.

Mrs. KIDD. I would like to make a comment. I think that I said that the administrative dollars were—for the WIC program are connected to the redeemed food dollars. It does charge the agency, once it issues that voucher, to follow through with the patient to be sure that they do, in fact, get the food.

I think that the other thing that does make the administrative costs hard for the WIC program is that there is a nutrition education component mandated. There, again, I would like for this committee to realize that I am not opposed to supplemental feeding programs. I think that I would like to see some improvements made in both programs.

As the supplemental feeding program presently exists, I think that the Department of Agriculture has a lot of latitude to make a lot of decisions, and I am not for that. I would like to see a guaranteed package that is designed for nutrient value rather than to get rid of surplus commodities.

Mr. Buchanan. I wonder, is there an overlap with food stamps. Would any of you comment on that? It is confusing looking at all these different programs.

Mrs. Kidd. I don't think that there is an overlap with food stamps. I am not quite sure if the examples that I am going to cite are exactly true, but the allotment for food stamps is based upon a normal family of four, with a child of 8, and a child of 12, and with no periods of stress.

The reason that the WIC program and the supplemental food program exist is that during the growth periods, the period from birth to age 6 is the period of rapid growth, when the period of pregnancy is a period of physiological stress to the body, and the food stamp allotment does not provide the additional foods which are needed during this time.

So there is really no overlap, although both programs are providing, in essence, food for people. One program gives a lot of choice. One program is very restrictive, and the other program is very, very restrictive.

Mr. Buchanan. Is there any overlap in the supplemental feeding program, and the WIC program?

Mrs. Kidd. It is the same on both bases.

Mr. Buchanan. Thank you very much, Mr. Chairman.

Mr. Miller. Thank you.

You were just talking about one of the problems of the supplemental feeding program, and it is that it has grown up as an administrative program. We have authorized nothing that comes out of section 32, and the Department of Agriculture has always sort of managed it as they saw fiit, with really no guidelines from the Congress.

I guess that this is why they can change it around. Is that your experience? You really have nothing that you can go to in law, if I understand it correctly, in the supplemental program, that says: "Look, you have to do it this way. You may have some principles and some morals as to how it should be done, but . . ." as opposed to WIC where you can point to sections of the law, and say: "This is what Congress intended." You really cannot do that with the supplemental food program. Is that correct?

Mr. Grenville. That is correct. Every single reaction, the Department of Agriculture changes, or makes deletions from the food package, or decisions about what size of caseload you can have, which are very arbitrary from the beginning.

For instance, for the beginning, the caseload limit for the city of Detroit was 3,500 people, and we had an estimated need of 53,000. It took unusual pressure from one Senator, Senator Griffin, to get the Department to go up to 15,000. It then took us 2 years of struggle, some 20,000 letters from the metropolicy community, a face-to-face refusal by Earl Butz to Senators Griffin and Hart, and an appeal over his head to the President a year ago, and the President ordering the expansion of the supplemental food program in Detroit.

That struggle took 2 years, and it has been a contest all along with no legislation behind it, between the political will and powers in the locality, and the arbitrary administration of the Department of Agriculture.

Mr. MILLER. So in the section 32 funds, it goes simply for the purchase of the commodities and the shipment of the commodities to the local entities. After that, you are on your own?

Mr. GRENVILLE. That is right.

Mr. MILLER. How many distribution centers do you have in Detroit?

Mr. GRENVILLE. We have two large centers. One in the neighborhood of 20,000 square feet, and the other about 15,000. We have railroad sidings in the back. We unload into the building. We have then set up shelves as if it were a supermarket, and we distribute that way.

The problem that has made this kind of program difficult for many localities is one that we solved, and others are solving, is that the average mother may be picking up 90 pounds' worth of food. She really can't use a bus or anything like that. She has to be using an automobile.

In cities like Detroit, in what is called the inner city, some 60 percent of the people do not have transportation. This is where civic agencies, churches, and groups such as the Red Cross have been able to work with this program, because we appeal to volunteers.

In our case, we use about 800 volunteers who provide, free of charge to the people in the program, some 500 rides a month to and from the distribution centers. We found a maximizing effect from this in the sense that we have solved the transportation problem, and in many cases we have put in touch with each other, on a monthly basis, a fairly well-to-do woman from Bloomfield Hills and an inner-city mother who has problems with the welfare department, and problems coping with many aspects of society. Some very good relationships have been formed between these people where they have done a lot of helping of each other, quite aside from going to get supplemental foods.

Mr. MILLER. In your area, one of the problems is the location of the distribution center, and the inability of people to get there?

Mrs. KIDD. That is true.

Mr. MILLER. There was no system of transportation available.

Mrs. KIDD. Warren County is a much smaller area than Detroit. It is a very small program serving 125. The county paid for persons to distribute the commodities and provide the building. But it became an economic burden to keep the building open any more than 3 hours a week.

Mr. MILLER. Again because there are no administrative funds provided at all.

Mrs. KIDD. That is correct.

Mr. MILLER. Was it Detroit who made an application to combine the WIC vouchers with the supplemental food program? Could you explain what your intent was and what happened?

Mr. GRENVILLE. Let me say all along that we were involved in the early history of the WIC program because the WIC program took some of its design from the supplemental food program.

In 1972 we held the first supplemental feeding conference in Detroit. We were asked to design other formats for supplemental feeding, and some of these were later borrowed for the WIC legislation, and when it came it was a disappointment to us.

The city of Detroit, through its health department, made proposals for WIC, which were unacceptable to the Department. Finally, after a year, they did accept the WIC program in the city.

The Department said that above all there must be no duplication between those two programs. It would not be possible for people to benefit from both at the same time. We said: "Sure, that is right."

So they said that there would be a territorial limitation or exclusion of the two programs. The WIC program would only be in southwest Detroit, and the supplemental food program in the rest of the city.

In fact, the duplication was prevented by having a common master file, and not by the territorial limitation.

Most recently, we have been kind of adopting the position that we wanted to work with both programs. We wanted to improve the WIC program. We wanted to borrow from WIC for the supplemental program until we had, possibly, one program of a design that was as ready as anyone could make.

Most recently, the Detroit Health Department applied for a change in its WIC program. It applied for permission to let the two programs run throughout the city together, to use the wholesale buying method in the case of the infants package under WIC, and to allow the nurses and the doctors in the clinics, for instance, to certify an infant for WIC and the other children in the family for supplemental food.

So the person could make one trip, let us say, to the Focus: HOPE Food Center, and receive at that location the WIC package for the infant, and the remainder of supplemental foods for the rest of the children.

Mr. MILLER. Let me just go over this. Ideally what you were looking for was a person who could go through the health screening process, take the WIC coupons to the distribution center and buy the food there with those coupons at conceivably what would have been the lower cost, because you would have used the purchasing power of USDA.

Mr. GRENVILLE. Definitely.

Mr. MILLER. This would have required USDA, to some extent, to expend their commodities available to comply with the requirements of WIC. Is that correct?

Mr. GRENVILLE. If the WIC foods were not supplied by USDA, at least they would be bought on a wholesale level.

Mr. MILLER. So you could have ended up having a person come to the distribution center with WIC coupons worth $20 and purchase $20 worth of goods, as prescribed by the coupons. They would get protein foods and so forth, and perhaps a few more items than they would have been able to, in the local retail market.

Mr. GRENVILLE. That is right.

Mr. MILLER. That would appear to me to be logical. But, USDA said "no." Was it the theory that there was going to be duplication on both programs?

Mr. GRENVILLE. I don't know what their specific response was, but I would guess that was part of it, the same as the territorial exclusion.

Mr. MILLER. What they did does not make sense to me. It would seem to me that it would be cost saving. It would have lowered the administrative costs of the WIC program. It may have improved your purchasing power because of volume. It seems to make some kind of sense.

You would have had one list, and that would have been the people on WIC. It would have been more difficult to keep track of the other people. If a person showed who was also on WIC, you would have known.

Mr. GRENVILLE. According to this plan, it would have been possible for a single family, for instance, a mother with several children to have one of them in the WIC program, because it was more favorable in the way of a supplement, and the others in the supplemental food program.

Mr. MILLER. Father Morin, have you tried to do anything like that in the New Orleans Archdiocese of Louisiana? Have you combined the best of both programs, or have you simply ruled out the WIC?

Father MORIN. Prior to my coming to work in the program, the archdiocese, along with the city health officials of New Orleans, had prepared a hybrid proposal which they called WICS, it had an "s" at the end. It was a supplemental feeding program that combined elements of both, and it was not accepted.

Mr. MILLER. Mrs. Kidd, do you know of any that have been accepted, or are being accepted?

Mrs. KIDD. No. It would be highly desirable.

Mr. MILLER. That is what I tend to think.

Father MORIN. I wonder if I could offer an illustration of the need of this legislation, concerning the supplemental food program in terms of our dealings with the Department of Agriculture.

Since its inception it has been stated that it would be most desirable for the supplemental food program to provide iron fortified, vitamin enriched, commercially prepared formula. On several occasions, we were told that this was not possible.

In March of this year a question was addressed to the Department of Agriculture through Senator Long's office, simply asking whether or not under the existing legislation the USDA had the capability to purchase and provide the formula to the supplemental food program, on the basis of the 1935 legislation.

The response from the Department of Agriculture was, yes, the Department does have the authority to purchase and supply infant formula to the supplemental food program, but they have decided, on the basis of policy and the opinion of experts, that evaporated milk and corn sirup would be as nutritious for the children. So we have an answer.

Then, in pursuing that, finally on August 16 of this year we received a communication saying that the supplemental food program will receive this commercially prepared iron fortified formula for the infant category. That is one group that is served from birth through age 12 months in the supplemental food program.

In the same communication there was an item saying: "If you accept this formula for this age group, then milk for the other age categories will be deleted." Now this is not on the basis of law. It is simply a discretionary, arbitrary decision, saying: "We will give you something with this hand, because you have the force to coerce us, according to the law, to provide this. On the other hand, we will take this measure against you."

We need this present legislation so that the supplemental food program does have its legitimacy.

Mr. Miller. Mr. Pressler, do you have any questions?

Mr. Pressler. Would it be desirable to formulate a single authorization in the law which would provide for a single program, combining the advantages of WIC and the supplemental food program?

Mr. Grenville. I think that it would be desirable, and it is fairly well agreed. I think the reason why, as I said in my testimony, many cities with large supplemental food programs have held out against everything from an invitation to downright coercion by the Department of Agriculture to change over their supplemental food program to WIC is that, in our opinion, the WIC program is not yet as good a program as what we have.

A feeling in other cities is that the supplemental feeding program still has broader coverage. The children are covered 1 year longer than they are under the WIC program. The mother is covered at this moment 6 months longer, which we feel is a wise decision in view of future pregnancies.

The package contains foods that go beyond the WIC supplement, and the director of the WIC program in Detroit very often describes it as a breakfast program because it contains so much milk, eggs, and juice and cereal, whereas the supplemental program contains some other nutritional resources such as meat, vegetables, and things of this kind that are more usable in a family situation.

I think that the viewpoint of the supplemental food directors is that when the WIC program is rendered as good or better than what we presently have, that is the point where we will want a single program.

Mrs. Kidd. Yes, we would like a single program in Kentucky.

Mr. Greenville. Yesterday you heard some testimony from Dr. Edozien and Dr. Zee which tended to indicate that they would like the medical entryway into WIC opened up a little bit, not as restrictive and not as difficult. There is a point to that also.

If your go back into the history of supplemental feeding, and get to the earliest decision of USDA to start this supplemental feeding program, you will find that it was based on their old role of having surplus commodities and they wanted to find a way to distribute them.

The idea that the distribution would be based on a medical need rather than purely an income need was somewhat revolutionary for the time. It predated the thinking behind WIC by several years, but it did not restrict the program into some very standardized, definitive types of measurements.

It did not say: "You must find a hematocrit below this level. You must measure the head and weigh the body, and all of the other things." It simply said: "If the health professional who writes prescriptions for medicine of all different kinds finds a case of malnutrition, he may sign a prescription for food, and their signature is the certification. We trust their professional judgment."

When WIC came along, they put in a lot of standardized types of measurements, at least each State department had to design some sort of objective that they were going to use. The result in the concrete today is that in order to enter the WIC program in Detroit, you must fill out a six-page form. To enter the Focus: HOPE supplemental food program, you fill out a 5 by 8 card with a doctor's signature on it.

When you are dealing with a city with an estimated need for supplemental food of 130,000 people, and the number of health professionals working in the city is limited, there is no way that you can get to those 130,000, filling out six-page forms. We have to trust the health professionals as we have in the past.

I think they were saying, and I would go along with this from, again, the standpoint of the supplemental food program director, and what his problems would be with the WIC setup right now. This is one of the big problems.

It is a big problem for the health professionals in the city who write both kinds of applications, and really would much rather write that short form than the long form.

Mr. **Buchanan**. I would like to pursue this medical need for just a bit, and Mrs. Kidd, I want to explore your earlier answer about people lining up at the Department, and the adverse effect that this might have.

We are currently, in this country, in the process of a national immunization program conducted by the Public Health Services for swine flu. It is one of the functions that they fulfill from time to time.

Suppose there were a dread disease, which affected 3 million persons in the United States, which disease caused those persons to develop more slowly, less completely, to be slow learners, fit the description that we heard yesterday in the testimony of Dr. Edozien as to the measureable differences between those who suffer from malnutrition and those who had those needs met.

Suppose that you had a disease in the United States that was having this effect on this many people, wouldn't it be appropriate that you enter into a nationwide program trying to eradicate it?

Mrs. **Kidd**. I agree with you totally. It is unfortunate that many of our boards of health are controlled by people who do not see it the way that you do.

Our program does not have a 6-page form. Our nutritional risk criteria does give the competent professional the right to put people on, when in his medical opinion they do need the WIC program.

We have, as I said before, the inadequate diet criteria. But to sell our program to the people that are putting the restrictions on health services, we feel that we have to say that it has to have a medical component.

Mr. **Buchanan**. I understand this. I was only pinning down what we mean by medical criteria, or medical component. I wanted to make sure that you were thinking in terms of preventative medicine, or in terms of a condition of malnutrition, and not simply medical evidence that something is specifically wrong with this person at this time.

Mrs. **Kidd**. Until we got an increase in funds for the WIC program, we had gotten tight enough that the pregnant women, as soon as they delivered, were signing off of the program so that their babies could come on the program. Now this program is much too restrictive.

I feel that we should have sufficient moneys to serve all categories of these people.

We never implemented this, but we worked with the local projects, and we said:

> If you have a premature baby that comes into the program one day, and you have a 4-year-old that comes from a poor family that does not have quite the proper food to eat, which person would you put on the program first?

We had health people who were having to make that kind of decisions. I think that this is a very unfortunate situation.

We have some caseload flexibility now, but there are still restrictions on WIC. You are eventually going to spend your money, and you are going to have to send some people away, or take people off to put other people on.

Father MORIN. In relationship to the question as to whether or not one program, one authorization would be the best, I agree with the others. I believe that this has been our posture from the very beginning.

I think that New Orleans would have liked to have gone over to the WIC program, but persons responsible for it did not feel that they could stand face to face in our neighborhood distribution centers, and tell the people who had been served by the program:

> We are doing the best thing for you. We are going to switch. We are changing over, and from now on you will not have to come here.

We had to find out, in terms of the regulations that were published on the WIC program, whether or not the WIC program process would be open ended as was intended, so that the WIC program and the individual foods contained within it, within a period of time could be amplified, modified, new items added in.

If we had had that kind of assurance from the Department of Agriculture, we would have felt that what was best in the supplemental food program could eventually be incorporated into the WIC program, to get the beans, or the peanut butter, or the other protein items that would be needed.

Since there was no initiative, no affirmative response, our present contention is that as long as the supplemental food program exists, and it has a number of participants as it does, we can hopefully draw a new synthesis on the day when we will have the best supplemental feeding program for the undernourished and the malnourished people in the country.

Mr. MILLER. Do you have any further questions, Mr. Buchanan?

Mr. BUCHANAN. I have one more.

One of the witnesses earlier referred to the fact that the commodities program started in USDA as a matter of handling certain surplus commodities. Now we don't have any surplus commodities, although we have potential agriculture beyond what we are producing.

It leads me to this. No matter how many fine people there are, and there are many I am sure in this area of the Department of Agriculture, essentially the Department exists for the agricultural industry, for farmers. It may not be oriented toward going out and purchasing commodities so that you may have a better nutrition program, for that purpose.

It leads me to this because of the conservatism of the Department of Agriculture, apparently being a very substantial part of whatever problem there is in making the most of these programs that are provided by the law, and authorized by the Congress. Do you feel that there might be some need for looking at changing the location of the nutrition effort? Is the Department of Agriculture the right place? Do you have any comment on that?

Mr. GRENVILLE. Our feeling is that the program might be better off in some other hands. We tend to agree that the commonly suggested location of these programs in HEW would probably not be to our benefit.

At least, there is the simple process of finding out who in the Department of Agriculture is responsible, at least knowing who you have to talk to.

There have been suggestions in the past, in view of the national study 2 years ago of nutritional questions in the United States that there should be set up an Office of Nutrition in the Government, which would be somewhat independent. I can see that because we now have so many programs that relate directly to nutrition, and on top of that we have nutritional needs that the Government is not set up to meet.

For instance, all the questions of ordinary use of chemicals in food, the use of additives, the questions of the relationship between diseases, heart diseases and other types of things, and the quality of nutrition. I think that it has become such a broad question that an independent agency is almost justified.

Mr. BUCHANAN. Would the other witnesses comment on that?

Mr. KIDD. I would support the independent agency. But most of all I think that we need to direct food programs designed to meet nutritional needs to an agency that buys and has that as a purpose.

Mr. MILLER. Do you have any further comments?

Father MORIN. I would say, since we are at the end of the goal, the objective, I think that it is important here that the Department of Agriculture has one purpose, not one purpose but started out initially that their task was to handle the commodities.

It appears that administratively they do have the capability in that area. Perhaps they don't have the capability or the sensitivity to human needs situations that are involved. But as far as administering it, the mechanisms are there, and they do that job. But they are not trying to achieve the same end that we are, or that the Congress is when it legislates a supplemental feeding program.

The other thing is, they still would have the money, the source of revenue to purchase the commodities, even when there are not surplus commodities at present. They can make these purchases on the open market.

So if somebody else were given the revenues from the import duty, or wherever they get their funds for this purpose, and then have this set up in an independent agency dealing with nutrition for all age groups, then I think that we would probably be in an ideal situation.

Mr. BUCHANAN. Thank you.

Mr. MILLER. If there are no further questions, I want to thank you very much for your testimony today. I think that Mr. Buchanan, who has given us so much support on these issues on the other side of the aisle, has put his finger on the point.

After six cases of swine flu, we appropriated $335 million, and for 3 million cases of malnutrition we only found $150 million, and we had to sue to get that. So that may give you some kind of indication. I would suggest that it is because swine flu hits executives and rich people as well as poor people.

Thank you very much, and good day.

The subcommittee will now adjourn until tomorrow morning at 9 o'clock.

[Whereupon, at 10:25 a.m., the subcommittee adjourned, to reconvene at 9 a.m., Wednesday, September 1, 1976.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

WEDNESDAY, SEPTEMBER 1, 1976

House of Representatives,
Subcommittee on Elementary, Secondary
and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to recess, at 10:05 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller and Buchanan.

Staff present: John F. Jennings, majority counsel; Charles Radcliffe, minority counsel; and Marian R. Wyman, special assistant to the chairman.

Chairman Perkins. We are delighted this morning to welcome before the oversight hearings on the school lunch of the Subcommittee on Elementary, Secondary and Vocational Education, Dr. Robert Baldwin, director of research for Morton Frozen Foods; Mr. Herbert E. Ross, director of quality for Morton Frozen Foods; and Dr. Ruth M. Leverton, nutrition consultant.

We will hear from you first, Dr. Baldwin. Without objection, your prepared statement will be inserted in the record.

Dr. Baldwin. If you will permit, we would prefer to have Mr. Ross present his statement first.

Chairman Perkins. You may proceed, Mr. Ross.

Your prepared statement will be inserted in the record.

[Prepared statement of Herbert E. Ross follows:]

Prepared Statement of Herbert E. Ross, Director of Quality, Morton Frozen Foods, Charlottesville, Va.

Mr. Chairman, members of the Committee, I am Herbert Ross, Director of Quality for Morton Frozen Foods Company. One of the country's foremost packers of frozen foods, Morton has headquarters at Charlottesville, Va., with major processing plants at Crozet, Va., and Russellville, Ark.

We have been in the frozen foods business since 1946 when our company was founded in Louisville, Ky. We moved our general offices to Virginia in 1974, locating near our main plant. It is there, at Crozet, Va., that all processing is done for the school lunch program.

Morton entered the school lunch business in 1969, serving meals to just 1,700 children a day in Bridgeport, Ct. We are proud to point out that we still number the Bridgeport schools among the districts we now serve in 11 states. Starting next week we will be supplying preplate school lunches for more than 250,000 children a day. I might add that in many cases the introduction of preplate feeding where no meals had been served has provided steady employment for substantial numbers of men and women.

Because of this deep involvement, we feel we can speak knowledgeably on many aspects of school feeding. I am accompanied here today by Dr. Robert R. Baldwin, Director of Research and Development for Morton Frozen Foods.

Dr. Baldwin has been in food research for more than 30 years. He is renowned throughout the United States and abroad as an accomplished authority on food and nutrition. He has been involved in Morton's school lunch program from the outset, and he and his staff are responsible for the formulation of meals that provide desired health benefits in a balanced school feeding plan.

My own responsibilities with Morton cover all product lines, including the school lunch program. The Quality Department is responsible for making certain that the company meets or exceeds all U.S. Department of Agriculture standards throughout every phase of food processing, packaging, warehousing and shipping. That applies to the preplate meals prepared for the various school systems we serve as well as to all other Morton product lines. Among other things, this features an internal effort in which we have successfully involved our own hourly workers, numbering more than 1,300 at the Crozet, Va. facility alone. These employees have been invited to take part in our quality efforts and it has become a matter of intense personal pride for them to attain the standards they have helped to set.

[To dramatize the precautions we take in order to make certain that our school lunches meet sanitary, weight, quality, nutritional and other norms, I would like to summarize our inspection procedures for you.]

Every incoming shipment of commodities and other foods and ingredients is inspected not only by our own trained staff but is also under the surveillance of the six Department of Agriculture resident inspectors who are continuously on duty. These reviews are backed up by periodic Food and Drug Administration inspection which we consistently pass.

Our own process-line personnel inspect food preparation and packaging every step of the way. We have no less than one such inspector for every 10 processing and packaging employees.

We maintain one of the best laboratories in the food industry at Crozet, staffed by a microbiological test team with outstanding qualifications, and they continuously inspect random samples pulled from the line.

Twice a year that facility is subjected to a fine-comb inspection by the American Institute of Baking in which we regularly receive an "excellent" rating. Outside laboratories also conduct analyses of our products, and we encourage all the school boards we serve to have similar independent tests made as a further safeguard against deviation from standards.

The most relentless inspection comes from that most exacting judge of all, however—the American consumer. It is a fact of life that, as a member of the food industry, we undergo hourly and daily inspection in the supermarkets and kitchens all over the country. As a major company, recognized throughout the United States, we cannot afford to distribute any products which do not measure up to the expectations of the buying public.

This applies to the school lunch program as well as to any other product area. We are not only motivated by our desire to provide the best food and nutrition possible under the terms of the program, but we are also constantly mindful of the consumer watching everything we do. If we were to provide unsatisfactory meals to the children, their parents would very quickly reflect their unhappiness in the marketplace. They have numerous choices among other food companies of equal prominence.

I would like to address myself briefly to the broad concept of the mealpack or preplate frozen lunch.

To begin with we at Morton believe it is entirely appropriate and beneficial to society overall that a subsidized school feeding program be conducted throughout the United States. We believe it is especially important in communities with significant proportions of low or modest income families. I think we are all agreed that the essential purpose of the program is to make certain that no child will be unable to learn because of undernourishment or malnutrition.

It therefore becomes essential that every school district be able to provide ample, satisfying and nutritious meals. Unfortunately, many of our school systems, especially those in our large citles but also in some rural areas, are faced with severe financial problems.

Many of the urban schools, located in low-income, heavily populated areas, are saddled with pre-World War II buildings which lack the facilities and the capabilities to prepare and serve hot meals.

With budgets already stretched painfully in order to maintain education standards, such schools often lack the resources they would need to equip the old buildings with a kitchen and a cafeteria.

Up to now, there was no alternative available to the children in many of these schools other than the old brown bag or sack lunch. In today's social situation, such a meal is often sadly lacking in nutrition; ofttimes, children would come to school with no lunch at all.

Fortunately, modern food technology provides an excellent answer to this dilemma in the form of the so-called preplate lunch.

Frozen foods have become one of the categorical staples of the American diets since their introduction in the early 1930's. Rare is the housewife who does not draw extensively from the frozen food chest of her supermarket for vegetables, fruits, juices, desserts, entrees, snacks and even entire dinners to serve her family. She knows it is both economically and nutritionally sound to do so. As you know, many of the finest restaurants in America and Europe rely on frozen foods of many sorts for the very same reasons.

Thus, the preplate concept.

Mealpack not only solves the capital cost problem but enables schools to serve hot meals without adding significantly to their operating costs. Staffing requirements for preplate meals are truly modest compared with other feeding systems.

Preplate meals can be provided often at significantly lower unit costs than food served cafeteria-style.

Mealpack gives the food service director extra flexibility through a great variety of menus which can be adjusted to meet the likes and dislikes of children and to reflect ethnic preferences.

Preplate enables school dieticians to expose children to varieties of food important to good health, continuing classroom education in the lunch room by acquainting them with the taste, source and value of unfamiliar meats, fruits and vegetables.

Mealpack enables the children to participate in menu planning, encourages them to vote on meals and ingredients, tempts them to eat.

Preplate facilitates the preparation of only the precise amount of food needed. There is no problem of getting excessive amounts of food ready and running the risk of spoilage. Exactly as many mealpacks are removed from the freezer as are needed to feed the exact number of children in school on a given day.

Since nutritionists want to expose school children to varieties of foods, and since children's tastes vary from class to class and school to school, some food that is served in any feeding system will surely be left on trays or plates. Allegations of extraordinary waste in preplate feeding are simply not supported by the experience of our customers.

Children's appetites also vary and the Department of Agriculture should certainly be supported in seeking ways to adjust portion sizes without sacrificing either nutrition or meal satisfaction.

Frozen food meal systems assure school authorities of consistency, uniformity, and reliably high quality in day-to-day meal service.

Preplate lunches, combining Department of Agriculture commodities with choice meat and other foods, provide wholesome, pure, and nutritious Type A meals in a planned and balanced diet throughout the school year.

Thus, thousands and thousands of children who might otherwise eat poorly, if they did not go altogether hungry, are given the foundation for long and healthy lives and are better able to get the most from school.

Mr. Chairman, we at Morton believe that the preplate concept, although it is still relatively new, is getting better every year. We believe it to be a sound response to present-day needs and a system which can only grow because of the long-term benefits it offers.

At the same time, we recognize that program improvements can be made. To that end we respectfully urge for your consideration the following recommendations:

1. Department of Agriculture regulations should be adjusted to permit portion-size variations according to the age of the child—without reducing the nutritional values in the meals.
2. Nutrition education ought to be made a part of the basic school curriculum.
3. The Department of Agriculture commodity program ought to be continued but modified so that commodities can be shipped in the raw state direct to processors as a means of saving Federal funds by reducing transportation and warehousing expenses.

4. Governmental authorities, educators and other school personnel, responsible parent organizations and food processors ought to work constructively together in a cooperative effort to insure the continuation and further improvement of the school lunch program as a vital service to the children of America.

Thank you for your attention to my portion of the program and I would like to ask Dr. Baldwin to add his comments to those I have just made:

STATEMENT OF HERBERT E. ROSS, DIRECTOR OF QUALITY, MORTON FROZEN FOODS, CHARLOTTESVILLE, VA.

Mr. Ross. Good morning, Mr. Chairman and members of the committee.

I am Herbert Ross, director of quality for Morton Frozen Foods Co.

One of the country's foremost packers of frozen foods, Morton has headquarters at Charlottesville, Va., with major processing plants at Crozet, Va., and Russellville, Ark. We have been in the frozen food business since 1946, when our company was founded in Louisville, Ky.

Morton entered the school lunch business in 1969, serving meals to just 1,700 children a day in Bridgeport, Conn. We are proud to point out that we still number the Bridgeport schools among the districts we now serve in 11 States.

Starting next week, we will be supplying preplated school lunches for more than 250,000 children a day.

I am accompanied here by Dr. Baldwin, our director of research and development at Morton Frozen Foods. Dr. Baldwin has been in food research for more than 30 years. He is renowned throughout the United States and abroad as an accomplished authority on food and nutrition.

He has been involved in the Morton school lunch program from the outset, and he and his staff are responsible for the formulation of meals that provide desired health benefits in a balanced school feeding plan.

My own responsibilities with Morton cover all aspects of Morton products, which includes the school lunch program. The quality department is responsible for making certain that the company meets or exceeds all U.S. Department of Agriculture standards throughout every phase of food processing, packaging, warehousing, and shipping. That applies to the preplated meals prepared for the various school systems we serve as well as to all other Morton product lines.

I would like to summarize our inspection procedures briefly. Every incoming shipment of commodities and other foods and ingredients is inspected not only by our own trained staff but is also under the surveillance of the six Department of Agriculture resident inspectors who are continuously on duty.

These reviews are backed up by periodic Food and Drug Administration inspections which we consistently pass. Our own process line personnel inspect food preparation and packaging every step of the way. We have no less than one such inspector for every 10 processing and packaging employees.

We maintain one of the best laboratories in the food industry at Crozet, staffed by a microbiological test team with outstanding qualifications, and they continuously inspect random samples pulled from the line, which includes the preplated frozen packs used in the school systems.

Twice a year that facility is also subjected to a detailed inspection by the American Institute of Baking in which we regularly receive an "excellent" rating. We also use outside laboratories to conduct analyses of our products, to certify our own tests and our own procedures.

We encourage all school boards we serve to give us similar tests. This, again, gives us further safeguards against any deviation from the standards.

The most relentless inspection comes from that most exacting judge of all, however, the American consumer. It is a fact of life that, as a member of the food industry, we undergo hourly and daily inspection in the supermarkets and kitchens all over the country.

As a major company recognized throughout the United States, we cannot afford to distribute any products which do not measure up to the expectations of the buying public. This applies to the school lunch program as well as to any other products.

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We believe it is especially important in communities with significant proportions of low- or modest-income families. I think that we all are agreed that the essential purpose of the program is to make certain that no child will be unable to learn because of undernourishment or malnutrition.

It, therefore, becomes essential that every school district be able to provide ample, satisfying, and nutritious meals. Unfortunately, many of our school systems, especially those in our large cities but also in some rural areas, are faced with severe financial problems.

Many of the urban schools, located in low-income, heavily populated areas, are saddled with pre-World War II buildings which lack the facilities and the capabilities to prepare and serve hot meals. With budgets already stretched painfully in order to maintain education standards, such schools often lack the resources they would need to equip the old buildings with a kitchen and a cafeteria.

Fortunately, modern food technology provides an excellent answer to this dilemma in the form of the so-called preplate lunch.

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constructively together in a cooperative effort to insure the continuation and further improvement of the school lunch program as a vital service to the children of America.

Thank you for your attention to my portion of the program. I would now like to ask Dr. Baldwin to add his comments to those I have just made.

Chairman PERKINS. Go ahead, Dr. Baldwin.

Without objection, your prepared statement will be inserted in the record. You may summarize, if you care.

[Prepared statement of Dr. Robert R. Baldwin follows:]

PREPARED STATEMENT OF ROBERT R. BALDWIN, PH. D., DIRECTOR OF RESEARCH AND DEVELOPMENT, MORTON FROZEN FOODS, CHARLOTTESVILLE, VA.

Mr. Chairman, members of the Committee, my remarks will be brief. I expect that I can be of greatest help by answering as many questions as I can on the technical and nutritional aspects of the frozen preplate lunch system.

My duties with Morton Frozen Foods include Research and Development responsibilities for the company's entire product line—retail as well as the National School Lunch program. In the latter area, I am charged with development of National School Lunch product and process specifications, making certain that we meet all requirements as defined by the Department of Agriculture.

In this work, I am able to draw on the background of a food industry career that dates back to 1946, augmented by my broad assignment with Morton which started in 1968 with a study of the nutrition and acceptability of an extensive variety of formulated food products. Incidentally, we concluded in that study that we should launch a major effort in the area of frozen preplates meeting USDA specifications.

Mr. Ross has already commented on the sizeable quality control effort at our plant in Crozet, Virginia, where all our school lunches are prepared. I would like to discuss the nutritional values of the mealpack system.

Available experimental data show that freezing is less destructive to the nutritive value of food than other processing methods. In fact, frozen foods are generally equal to or better than fresh foods in terms of nutritive value.

In preparing frozen preplate lunches we take the opportunity to process and freeze all meal components at the peak of perfection, minimizing deterioration in flavor, texture, appearance, color and nutrition. These products are picked and frozen under exacting sanitary controls and held in the frozen state to insure that the quality is retained right up to preparation time.

Mr. Chairman, I cannot state it too strongly: The preplate concept is the most effective, most dependable way of providing consistent high quality, wholesomeness and nutrition on a national scale.

Morton Frozen Foods has been working with the Department of Agriculture on related matters of food nutrition and acceptability since the nineteen-sixties. I have personally enjoyed working with Dr. Aaron Altschul when he was with the Department, and with many of his associates and others in the Food and Nutrition Service of USDA. Working with such individuals, we have learned much about how and what to feed children.

This has served us well, we believe, ever since we decided to enter school preplate feeding in 1969. We applaud the Department for its continued research on enriching or fortifying selected food components for use in school feeding. Their work on high protein pasta and fortified textured vegetable protein are excellent examples of well-defined, nutritionally designed products which keep costs down and nutrition up. Such activities should be sustained.

Our reliance on USDA work is typical of the way we at Morton approach any feeding problem. We reach out for the advice and counsel of the best minds in the field, drawing on the expertise and resources of such outstanding institutions as Harvard, Columbia and Rutgers Universities.

You may understand, therefore, why we are so acutely distressed when we hear accusations that the mealpack program falls short nutritionally. We know otherwise, and charges that preplating somehow robs the food of its original, essential goodness just cannot be justified.

On that very point, The National Nutrition Consortium, whose work draws on the services of some of the most outstanding professional nutritionists in industry, government, academia and private research, reported as follows:

The small loss of nutrients that may be incurred during the processing of food are either compensated for or are of minor practical significance. Further study has shown that industry methods of food preparation are so much faster and better controlled than are those of the homemaker that—as one example—frozen processed foods may come to the table with more nutrients intact than home-cooked fresh ones. (*Nutrition Labeling, How It Can Work For You*, p. 114–115, Copyright, The National Nutrition Consortium.)

Statements such as this add to our certainty that the preplate lunch system does indeed have the advantages we see in it. One might add to the Consortium report the observation that canned vegetables—heated in large vessels as in a steam table—lack the nutritional values, never mind the taste, of frozen vegetables. It should be remembered, too, that fresh vegetables can be served in many parts of the country only after a three to five-day truck journey.

I am personally convinced that well-conceived foods such as those provided in preplate lunches are at the very least equal to other foods available to our schools.

Meal components are frozen at the peak of perfection.

They provide essential protein, vitamins and minerals.

They are supplied and served in the most sanitary fashion possible.

They are tasty and appealing to children.

They expose children to a great variety of foods and build good dietary habits.

They represent one more progressive step in the culinary evolution Americans have enjoyed since we stopped blackening all our food over an open hearth.

Add to these points the inescapable economic evidence supporting their increased use throughout the United States, and one can only hope that this Committee will welcome even wider adoption of the preplate/mealpack concept as a key part of the overall school feeding program.

This country cannot afford to see whole generations grow up inadequately educated just because too many of our children are too hungry to learn. Nor can we afford to have those same children grow up without learning the value of good, wholesome food. We need to teach them what we have failed to learn as a nation which has never grasped the need for extensive nutritional education at all levels.

Mr. Chairman, members of the Committee, we commend you and the Department of Agriculture for your ongoing concern with this whole broad issue, and we pledge to you our cooperation in any way in which we can be of assistance.

U.S. RDA CHART

U.S. Recommended Daily Allowances**

(for use in nutrition labeling of foods, including foods that also are vitamin and mineral supplements, in the order in which they appear)

Nutrients	Adults & Children Over 4 yrs.	CHILDREN Under 4 yrs.
Protein	65[a] g	28[a] g
Vitamin A	5,000 IU*	2,500 IU*
Vitamin C	60 mg	40 mg
Thiamine	1.5 mg*	0.7 mg
Riboflavin	1.7 mg*	0.8 mg
Niacin	20 mg	9.0 mg
Calcium	1.0 mg*	0.8 mg
Iron	18 mg*	10 mg
Vitamin D	400 IU	400 IU
Vitamin E	30 IU	10 IU
Vitamin B_6	2.0 mg*	0.7 mg
Folacin	0.4 mg*	0.2 mg
Vitamin B_{12}	6.0 mcg*	3.0 mcg
Phosphorous	1.0 g*	0.8 g
Iodine	150 mcg	70 mcg
Magnesium	400 mg*	200 mg
Zinc	15 mg	8.0 mg
Copper	2.0 mg	1.0 mg
Biotin	0.3 mg	0.15 mg
Pantothenic Acid	10 mg	5.0 mg

[a] *If protein efficiency ratio of protein is equal to or better than that of casein, U.S. RDA is 45 g for adults and 20 g for infants.*

**Amounts of these nutrients increase for pregnant and lactating women.*

(1000 micrograms [mcg] = 1 milligram [mg]
1000 milligrams = 1 gram [g])
***Adapted from U.S. Department of Health, Education and Welfare; Food and Drug Administration*

Courtesy of
Morton
FROZEN FOODSERVICE

RDA CHART

FOOD AND NUTRITION BOARD, NATIONAL ACADEMY OF SCIENCES-NATIONAL RESEARCH COUNCIL[*]
RECOMMENDED DAILY DIETARY ALLOWANCES,[1] REVISED 1973
Designed for the maintenance of good nutrition of practically all healthy people in the U.S.A.[*]

	(Years) From	Up to	Weight (kg)	Weight (lbs)	Height (cm)	Height (in)	Energy (kcal)[2]	Protein (g)	Vitamin A Activity (IU)[3]	Ascorbic Acid (mg)	Thiamin (mg)	Riboflavin (mg)	Niacin[7] (mg)	Calcium (mg)	Iron (mg)	Vitamin D (IU)	Vitamin E Activity[5] (IU)	Vitamin B6 (mg)	Folacin[6] (mg)	Vitamin B12 (mcg)	Phosphorus (mg)	Iodine (mcg)	Magnesium (mg)	Zinc (mg)
Infants	0.0	0.5	6	14	60	24	kg x 117	kg x 2.2	1 400	35	0.3	0.4	5	360	10	400	4	0.3	0.05	0.3	240	35	60	3
	0.5	1.0	9	20	71	28	kg x 108	kg x 2.0	2 000	35	0.5	0.6	8	540	15	400	5	0.4	0.05	0.3	400	45	70	5
Children	1	3	13	28	86	34	1300	23	2 000	40	0.7	0.8	9	800	15	400	7	0.6	0.1	1.0	800	60	150	10
	4	6	20	44	110	44	1800	30	2 500	40	0.9	1.1	12	800	10	400	9	0.9	0.2	1.5	800	80	200	10
	7	10	30	66	135	54	2400	36	3 300	40	1.2	1.2	16	800	10	400	10	1.2	0.3	2.0	800	110	250	10
Males	11	14	44	97	158	63	2800	44	5 000	45	1.4	1.5	18	1200	18	400	12	1.6	0.4	3.0	1 200	130	350	15
	15	18	61	134	172	69	3000	54	5 000	45	1.5	1.8	20	1200	18	400	12	1.8	0.4	3.0	1 200	150	400	15
	19	22	67	147	172	69	3000	52	5 000	45	1.5	1.8	20	800	10	400	12	2.0	0.4	3.0	800	140	350	15
	23	50	70	154	172	69	2700	56	5 000	45	1.4	1.6	18	800	10		12	2.0	0.4	3.0	800	130	350	15
	51	+	70	154	172	69	2400	56	5 000	45	1.2	1.5	16	800	10		12	2.0	0.4	3.0	800	110	350	15
Females	11	14	44	97	155	62	2400	44	4 000	45	1.2	1.3	16	1200	18	400	10	1.6	0.4	3.0	1 200	115	300	15
	15	18	54	119	162	65	2100	48	4 000	45	1.1	1.4	14	1200	18	400	11	2.0	0.4	3.0	1 200	115	300	15
	19	22	58	128	162	65	2100	46	4 000	45	1.1	1.4	14	800	18	400	12	2.0	0.4	3.0	800	100	300	15
	23	50	58	128	162	65	2000	46	4 000	45	1.0	1.2	13	800	18		12	2.0	0.4	3.0	800	100	300	15
	51	+	58	128	162	65	1800	46	4 000	45	1.0	1.1	12	800	10		12	2.0	0.4	3.0	800	80	300	15
Pregnant							+300	+30	5 000	60	+0.3	+0.3	+2	1200	18+[8]	400	15	2.5	0.8	4.0	1 200	125	450	20
Lactating							+500	+20	6 000	80	+0.5	+0.5	+4	1200	18	400	15	2.5	0.6	4.0	1 200	150	450	25

[1] The allowances are intended to provide for individual variations among most normal persons as they live in the United States under usual environmental stresses. Diets should be based on a variety of common foods in order to provide other nutrients for which human requirements have been less well defined. See NAS Publication #2216 for more detailed discussion of allowances and of nutrients not tabulated.

[2] Kilojoules (KJ) = 4.2 x kcal (kilo calories)

[3] Retinol equivalents (RE) for vitamin A are also listed in NAS Publication #2216.

[4] Assumed to be all as retinol in milk during the first six months of life. All subsequent intakes are assumed to be one half as retinol and one half as β-carotene when calculated from international units. As retinol equivalents, three fourths are as retinol and one fourth as β-carotene.

[5] Total vitamin E activity, estimated to be 80 percent as α-tocopherol and 20 percent other tocopherols. See text for variation in allowances.

[6] The folacin allowances refer to dietary sources as determined by Lactobacillus casei assay. Pure forms of folacin may be effective in doses less than one fourth of the RDA.

[7] Although allowances are expressed as niacin, it is recognized that on the average 1 mg of niacin is derived from each 60 mg of dietary tryptophan.

[8] This increased requirement cannot be met by ordinary diets; therefore, the use of supplemental iron is recommended.

[*] Adapted to conform to order and measurements shown in U.S. RDA CHART.

Courtesy of
Morton
FROZEN FOODSERVICE

Morton
Frozen Foods

WAYNE COUNTY INTERMEDIATE DISTRICT

September, 1976

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
1st WEEK				H-244; P-061; P-002 Hot Dog Potato Rounds Orange Fruitsicle Hot Dog Roll, Spork Serving Tray, Mustard 9/9	H-454; P-001 Salisbury Steak, Gravy Mashed Potatoes Cut Green Beans Roll, Serving Tray Spork, Ketchup 9/10
2nd WEEK	H-452; P-001 Breaded Fish Sticks Potato Bucks Mixed Vegetables Roll Serving Tray Spork Ketchup 9/13	H-279; P-070; P-001 Beef Patty Mashed Potatoes Fresh Fruit Roll Serving Tray Spork Ketchup 9/14	H-455; P-001 Meatloaf, Tomato Sauce Mashed Potatoes Peas and Carrots Roll Serving Tray & Spork Ketchup 9/15	H-258; P-070; P-001 Macaroni & Beef, Tomato Sauce Fresh Fruit Roll Serving Tray Spork Ketchup 9/16	H-268; P-062; P-002 Chili Dog Kernel Corn Punch Fruitsicle Hot Dog Roll Serving Tray Spork Mustard 9/17
3rd WEEK	H-277; H-398 Beef and Cheese Pizza Applesauce Mini Donuts 9/20	H-294; H-390 Chicken and Rice Green Peas Mixed Fruit in Syrup Roll 9/21	H-454; P-001 Salisbury Steak, Gravy Mashed Potatoes Cut Green Beans Roll Serving Tray Spork Ketchup 9/22	H-279; P-070; P-001 Beef Patty Mashed Potatoes Fresh Fruit Roll Serving Tray Spork Ketchup 9/23	H-453; P-002 Frankfurter Potato Rounds Peas Hot Dog Roll Serving Tray Spork Mustard 9/24
4th WEEK	H-450; P-003 Sliced Turkey, Dressing, Gravy Mashed Potatoes Diced Carrots Serving Tray Spork 9/27	H-277; H-397 Spaghetti with Meat Balls, Tomato Sauce Applesauce Roll 9/28	H-275; H-391 Macaroni & Cheese Green Peas Punch Flavored Pears in Syrup Dessert Roll 9/29	H-455; P-001 Meatloaf, Tomato Sauce Mashed Potatoes Peas and Carrots Roll Serving Tray Spork, Ketchup 9/30	

Morton
Frozen Foods

ELIZABETH, NEW JERSEY

September/October 1976

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
1st WEEK	H-282 Salisbury Steak w/ Gravy Mashed Potato 9/13	H-268 Chili Dog Kernel Corn 9/14	H-253 Cheeseburger French Fries 9/15	H-247 Fried Chicken w/ Carrots 9/16	H-260 Fish & Green Peas 9/17
2nd WEEK	H-281 Meat Loaf w/Tomato Sauce Peas & Corn 9/20	H-244 Hot Dog Potato Rounds 9/21	H-258 Macaroni & Beef w/Tomato Sauce 9/22	H-272 Turkey, Gravy & Mashed Potatoes 9/23	H-278 Cheese Pizza 9/24
3rd WEEK	H-248 Hamburger w/Diced Carrots 9/27	H-294 Arroz Con Pollo (Chicken w/rice & peas) 9/28	H-277 Spaghetti & Meat-balls w/Tomato Sauce 9/29	H-250 Fried Chicken Mashed Potatoes 9/30	H-275 Macaroni & Cheese w/Green Peas 10/1
4th WEEK	Closed Yom Kippur 10/4	H-279 Beef Patty & Mashed Potato 10/5	H-235 Hot Dog w/Beans & Tomato Sauce 10/6	H-256 Grilled Cheese Sandwich Potato Rounds 10/7	H-239 Fish & Chips w/Corn Muffin 10/8

Morton
Frozen Foods

STRONGSVILLE CITY SCHOOLS

September, 1976

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
1st WEEK		Golden Fried Chicken Mashed Potatoes 9/7 H-250		Spaghetti with Meatballs in Tomato Sauce 9/9 H-277	
2nd WEEK		Pizzaburger/Cheese and Tomato Sauce Green Peas 9/14 H-237		Fish-n-Chips Corn Muffin 9/16 H-239	
3rd WEEK		Macaroni & Cheese Green Peas 9/21 H-275		Golden Fried Chicken Mashed Potatoes 9/23 H-250	
4th WEEK		Spaghetti and Meatballs in Tomato Sauce 9/28 H-277		MANAGER'S CHOICE	

BROOKLYN, CONNECTICUT

All students lunches meet or exceed USDA "Type A" Requirements September/Octobe

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
1st WEEK			Hot Dog with Potato Rounds Orange Fruitsicle Hot Dog Roll Milk, Spork, Tray H-244 P-061 9/8 P-007	Fried Chicken Seasoned Carrots Fresh Fruit Roll, Milk Spork & Tray H-247 P-070 9/9 P-010	Pizza Day Applesauce Mini Donuts H-278 9/10 H-398
2nd WEEK	Hot Dog w/Potato Rounds Orange Fruitsicle Hot Dog Roll Milk, Spork, Tray H-244 P-061 9/13 P-007	Grilled Cheese w/ Potato Rounds Fresh Fruit Tray & Spork Milk H-256 P-070 9/14 P-009	Beef Patty w/ Diced Carrots Fruit Cocktail Hamburger Bun Milk H-248 9/15 H-390	Cheese Pizza Applesauce Twinkie Milk H-278 9/16 H-321	GRINDER DAY 9/17
3rd WEEK	Cheeseburger Mashed Potatoes Punch Fruitsicle Hamburger Bun Tray & Spork Milk H-253 P-062 9/20 P-006	Fish-n-Chips Corn Muffin Fresh Fruit Spork & Tray Milk H-239 P-070 9/21 P-009	GRINDER DAY 9/22	Hot Dog Cinnamon Apples Fruit Cocktail Hot Dog Roll Milk H-24 9/23 H-395	Grilled Cheese w/ Potato Rounds Applesauce Mini Donuts H-256 9/24 H-398
4th WEEK	Spaghetti w/Meat Balls Orange Fruitsicle Roll, Tray, Spork Milk H-277 P-061 9/27 P-010	Cheese Pizza Applesauce Twinkie Milk H-278 9/28 H-321	Hot Dog Cinnamon Apples Fruit Cocktail Hot Dog Roll Milk H-243 9/29 H-395	Fried Chicken Mashed Potatoes Punch Flavored Pears Roll Milk H-250 9/30 H-39	GRINDER DAY 10/1
5th WEEK	Beefburger Mashed Potatoes Orange Fruitsicle Hamburger Bun Milk, Spork, Tray H-279 P-061 10/4 P-006	Salisbury Steak Mashed Potatoes Diced Peaches Hamburger Bun Milk H-282 10/5 H-393	GRINDER DAY 10/6	Spaghetti w/Meat Balls Applesauce Roll Milk H-27 10/7 H-39	Cheese Pizza Fresh Fruit Milk Tray & Spork H-278 P-070 10/8 P-008

Morton
Frozen Foods

BELLMAWR BELL OAKS, NEW JERSEY

September/October, 1976

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
1st WEEK	9/6	9/7	Pizzaburger Peas Orange Fruitsicle Tray, Spork, Ketchup, Roll H-237 (6) P-061 (15) 9/8 P-006 (15)	Hot Dog/Potato Rounds Punch Fruitsicle Tray, Spork, Mustard Hot Dog Roll H-244 (13) P-062 (15) 9/9 P-007 (15)	Cheese Pizza Applesauce Mini Donuts H-278 (4) 9/10 H-398 (15)
2nd WEEK	Beef Patty Mashed Potatoes Mixed Fruit in Syrup Roll H-279 (5) 9/13 H-390 (14)	Fried Chicken Diced Carrots Grape Fruitsicle Tray, Spork, Roll H-247 (15) P-063 (15) 9/14 P-010 (15)	Meatballs in Tomato Sauce/Hot Dog Roll Fresh Fruit Tray, Spork H-238 (11) P-070 (15) 9/15 P-008 (15)	Hot Dog Cinnamon Apples Cherry-Apple Fruit- Tray, Spork, Hot Dog Roll, Mustard H-243 (15) P-064 (15) 9/16 P-007 (15)	Fish-n-Cheese Mixed Vegetables Pineapple Fruits. Tray, Spork, Hamburger Roll Ketchup H-295 (15) P-065 (15) 9/17 P-006 (15)
3rd WEEK	Spaghetti w/Meatballs, Tomato Sauce Applesauce Mini Donuts H-277 (13) 9/20 H-398 (13)	Turkey w/Dressing & Gravy Mashed Potatoes Mixed Fruit in Syrup/Roll H-272 (12) 9/21 H-390 (14)	Meat Loaf, Tomato Sauce/Peas & Corn Cherry-Apple Fruitsicle Tray, Spork, Roll H-281 (14) P-064 (15) 9/22 P-010 (15)	Hot Dogs/Beans in Tomato Sauce Fresh Fruit Tray, Spork, Hot Dog Roll, Mustard H-235 (15) P-070 (15) 9/23 P-007 (15)	Grilled Cheese Sandwich Potato Rounds Orange Fruitsicle Tray, Spork, Ketchup H-256 (14) P-061 (14) 9/24 P-009 (15)
4th WEEK	Arroz Con Pollo (Chicken & Rice) Peas Punch Fruitsicle Tray, Spork, Roll H-294 (15) P-062 (14) 9/27 P-010 (15)	Salisbury Steak w/ Gravy Mashed Potatoes Fresh Fruit Tray, Spork, Roll H-282 (15) P-070 (15) 9/28 P-010 (15)	Beef Patty Diced Carrots Grape Fruitsicle Tray, Spork, Roll, Ketchup H-248 (14) P-063 (15) 9/29 P-006 (15)	Chili Dog Corn Kernels Cherry-Apple Fruit. Tray, Spork, Hot Dog Roll, Mustard H-268 (15) P-064 (15) 9/30 P-007 (15)	Fish-n-Cheese Corn Muffin Applesauce Mini Donuts H-239 (13) 10/1 H-398 (13)
5th WEEK	Cheeseburger French Fries Grape Fruitsicle Tray, Spork, Roll Ketchup H-253 (11) P-063 (15) 10/4 P-006 (15)	Fried Chicken Mashed Potatoes Mixed Fruit in Syrup Roll H-250 (14) 10/5 H-390 (14)	Pizzaburger/Peas Cherry-Apple Fruitsicle Tray, Spork Roll H-237 (14) P-064 (14) 10/6 P-010 (14)	Hot Dog Potato Rounds Orange Fruitsicle Tray, Spork, Hot Dog Roll, Mustard H-244 (14) P-061 (14) 10/7 P-007 (14)	Cheese Pizza Applesauce Mini Donuts H-278 (14) 10/8 H-398 (14)

( ) = No. of cases

STATEMENT OF DR. ROBERT R. BALDWIN, DIRECTOR OF RESEARCH AND DEVELOPMENT, MORTON FROZEN FOODS

Dr. BALDWIN. In my case, I will summarize my remarks, Mr. Chairman, and members of the committee. I shall be brief, and expect that I can be of greatest help by answering as many questions as I can on the technical and nutritional aspects of the frozen preplated lunch system.

My duties with Morton Frozen Foods include research and development responsibilities for the company's entire product line—retail as well as the national school lunch program. In the latter area, I am charged with development of national school lunch product and process specifications, making certain that we meet all requirements as defined by the Department of Agriculture.

Available experimental data show that freezing is less destructive to the nutritive value of food than the other processing methods. In fact, frozen foods are generally equal to or better than fresh foods in terms of nutritive value.

In preparing frozen preplate lunches, we take the opportunity to process and freeze all components at the peak of perfection, minimizing deterioration in flavor, texture, appearance, color and nutrition.

These products are packed and frozen under exacting sanitary controls and held in the frozen state to insure that the quality is retained right up until the time of preparation.

Mr. Chairman, I cannot state too strongly that the preplate concept is the most effective, most dependable way of providing consistent high qualtiy, wholesomeness and nutrition on a national scale.

Morton Frozen Foods has been working with the Department of Agriculture on related matters of food nutrition and acceptability since the sixties. I have personally enjoyed working with Dr. Aaron Altschul when he was with the Department, and with many of his associates and others in the Food and Nutrition Service of the U.S. Department of Agriculture. Working with such individuals we have learned much about how and what to feed children.

This has served us well, and we believe that ever since we decided to enter school preplate feeding in 1969. We applaud the Department for its continued research on enriching or fortifying selected food components for use in school feeding.

Our reliance on USDA work is typical of the way we, at Morton, approach any feeding problem. We reach out for the advice and counsel of the best minds in the field, drawing on the expertise and resources of such outstanding institutions as Harvard, Columbia, and Rutgers Universities.

You may understand, therefore, why we are acutely distressed when we hear accusations that the mealpack program falls short nutritionally. We know otherwise and charges that preplating somehow robs the food of its original, essential goodness just cannot be justified.

On that very point, the National Nutrition Consortium, whose work draws on the services of some of the most outstanding professional nutritionists in industry, government, academia and private research, reported as follows:

> The small loss of nutrients that may be incurred during the processing of food are either compensated for or are of minor practical significance. Further study has shown that industry methods of food preparation are so much faster and better controlled than are those of the homemaker that, as an example, frozen processed foods may come to the table with more nutrients intact than home-cooked fresh ones.

Statements such as this add to our certainty that the preplate lunch system does indeed have the advantages we see in it. One might add to the Consortium report the observation that canned vegetables, heated in large vessels as in a steam table, lack the nutritional values, never mind the taste, of frozen vegetables.

It should be remembered, too, that fresh vegetables can be served in many parts of the country only after a 3- to 5-day truck journey.

I am personally convinced that well-conceived foods such as those provided in preplate lunches are at the very least equal to other foods available to our schools:

Meal components are frozen at the peak of perfection.

They provide essential protein, vitamins and minerals.

They are supplied and served in the most sanitary fashion possible.

They are tasty and appealing to children.

They expose children to a great variety of foods and build good dietary habits.

They represent one more progressive step in the culinary evolution Americans have enjoyed since we stopped blackening all our food over an open hearth.

Add to these points the inescapable economic evidence supporting their increased use throughout the United States, and one can only hope that this committee will welcome even wider adoption of the preplate/mealpack concept as a key part of the overall school feeding program.

This country cannot afford to see whole generations grow up inadequately educated just because too many of our children are too hungry to learn. Nor can we afford to have those same children grow up without learning the value of good, wholesome food.

We need to teach what we have failed to learn as a nation, which has never grasped the need for extensive nutritional education at all levels.

I might add that appended to our report there are some indications of the variety of foods included in the prepack system. Also included is a sample diet that we give to the smaller children to get acceptability ratings of every product in product line, and particularly every new product that is introduced, and there are many of them. We also include some information on USRDA's for use in the school system.

Mr. Chairman, members of the committee, we commend you and the Department of Agriculture for your ongoing concern with this whole broad issue, and we pledge to you our cooperation in any way in which we can be of assistance.

Mr. MILLER. Thank you, Dr. Baldwin.

My apologies for coming in late, but on Wednesday morning the California delegation, because of our size, meets. So this morning was our meeting.

Dr. Leveton, would you like to testify now? We will question you as a panel, if that is all right.

STATEMENT OF RUTH M. LEVERTON, Ph. D., NUTRITION CONSULTANT

Dr. LEVERTON. Thank you, Mr. Chairman.

I appreciate this opportunity to testify on the school lunch program and how it can best contribute toward meeting the needs of its clientele—the Nation's children.

There is no doubt in my mind but that the testimony of Mr. Ross and Dr. Baldwin represents the preplated lunch at its very best, and with its highest possible goals.

My concern, particularly in this testimony is the fact that often, with many groups, these goals are not met, and our present concern in the school lunch program is that it is not fully achieving its goals because many children are not being benefited.

The reports of nonparticipation, even though it is available, and of the excessive plate waste are alarming. The resulting toll that this takes in health benefits to the children and unnecessary costs to the taxpayers is also serious.

There is reason for concern being expressed about the nutritive value, as well as the acceptability of the lunches, that are mass produced, preplated, and delivered to the students ready to eat. One question is whether these lunches actually provide the kinds and amounts of nutrients specified in the guidelines for the program. Food requirements and nutritional guidelines are issued by the U.S. Department of Agriculture and are the basis for reimbursement.

They may do this at one stage of preparation, and not at the time of serving. It is possible for the lunch to meet the requirements for the kinds and amounts of different foods to be included, but then to fail to meet the goals of the nutritional value.

The one time when this is most likely to occur is when there has been large-scale preparation ahead of the time and far from the site where the food is to be served.

Now, through research we have learned that many factors affect the nutritive value of foods between the production stage and the time of final consumption. In general, the greater the spread in time, the more the manipulation, the greater will be the decline in nutritive value. If the nutritive value is affected, usually flavor is affected also.

Thus, processing of any kind, such as canning, freezing, drying plus preparation for eating, storage, thawing, reheating, and holding along with other manipulations will be deleterious to nutritive content as well as to color, flavor, and texture, which then affect acceptability.

The greatest plate waste from school lunches is in the category of vegetables and fruits. This means a loss of vitamin C, vitamin A-value, several of the B vitamins and minerals, and, of course, the important item of fiber.

In one study of the acceptability of vegetables and fruits by elementary and high school students, the following items were documented:

(1) Most acceptable in this category were fresh raw fruits and vegetables;

(2) Many cooked vegetables were referred to as intensely disliked because of a "mushy," "gooey," "icky," "slimy" texture. These are the characteristics of overcooked vegetables, especially those that have been prepared in advance and held and reheated before serving;

(3) The "crunchy," "crispy" texture of raw vegetables was associated with popular foods. Such foods seldom lend themselves to inclusion in preplated, mass produced lunches; and

(4) Elementary schoolchildren resisted being served mixtures of foods, particularly cooked vegetables.

Food must be eaten if it is to contribute to growth and health. The best way to encourage and expect children to eat is to have the food look good, smell good, taste good, and t have it served meaningfully in a friendly unhurried atmosphere.

Regardless of the nutritive value of the lunch, reducing food service to a mechanized procedure, almost completely devoid of any visible human caring or input or responsibility robs it of the many aspects associated with the purpose and value and pleasure of eating.

Among other disadvantages of the mass produced, preplated lunches is the fact that this type of food service can encourage waste and a disregard for the value of food in our lives.

The service has its own built-in self-destruct mechanism. Everything is discarded, tray, containers, wrappings, utensils along with the uneaten food. Under such circumstances there is little or no opportunity to develop a nutrition education program on the value of food to health and an appreciation of the basic importance of food to the world. Instead such a service can promote attitudes of disregard and disrespect for food, our total environment, and the needs of others.

Improving the school lunch program requires a commitment on the part of the community, parents, and school system to the principle that school feeding plays a vital role in a child's education. Therefore, it deserves their personal attention and active involvement of these groups that I have mentioned.

Thank you, Mr. Chairman.

Mr. Miller. Mr. Buchanan, do you have any questions?

Mr. Buchanan. I don't have any questions.

Mr. Miller. If I may, I would like to ask a few questions.

First, I would like to state that the dilemma that I, and other members of the committee find themselves in. That is some feeling that you have to adhere to the home-cooked meal principle. That, somehow, it will be superior because it is somewhat like what mom used to cook. There is a lot of evidence, in lots of homes, that this is not so, and mom is pretty bad at serving nutritions and appealing meals.

How do you try to feed the number of children that participate in a program like this with efficiency, while retaining the human qualities? You just don't send these kids through the line in a 45-minute period, where they eat very quickly, or throw food out, so that they can get 30 minutes for recess.

The preplated lunch has become the focal point of a lot of discussion of what is called the inhumane feeding of children. Some people will contend that it has reduced the nutrient value of the foods. People will contend that this is the only way we can do it because of the rising cost of labor.
clients of Jack in the Box, or McDonald's, or Kentucky Fried Chicken.

Others will say that it is preconditioning so that we will be all future
Therefore, it will be the end of gourmet dining for this generation.

I suppose that there is a little bit of validity of each one of these charges. Our problem is that we are confronted time and again by school officials who tell us that no matter how we serve it, much of it is going in the garbage can. There is no interest on the part of children in eating certain parts of that lunch, the "mushy," "gooey" vegetables.

I know that with my own children, how they eat depends on whether they want to bring their lunch to school, or they want to buy their lunch, or they want to buy a la carte. I think that we have to come to grips with the problem of plate waste. How do you deal with it?

Some of the representatives of the preplating will tell us that the solution is to serve a hot meal that looks good, kind of smells good, and has the right color to it.

I don't know the answers. There is a real problem in some of the feeding programs, and the school lunch program. Maybe we should give everybody a coupon to McDonald's and take our chances. Every time that I go to McDonald's there is a line, so there must be something attractive about it.

We must come up with the answer because of the program's cost. The attempt to justify it is becoming tougher and tougher. I have been involved in the program for 7 or 8 years, I have been just a hawk on school lunches, so to speak, but now I find myself saying, as I did in the hearing the other day, it is a joke to pretend that we are feeding somebody. We are going through all the motions, but I question whether everybody is really getting fed.

So with that dilemma posed, I ask what do we do at the Federal level to guarantee the best of both worlds. Some people say since we only require certain nutrient standards to be met as the preplated lunch is put together, that after cooking, freezing, reheating, and serving a lot of the original nutritional value is lost.

How do we guarantee the presence of necessary nutrients on the plate, whether they are today's standards or future ones?

How do we guarantee that the meal that is presented to the school board when they want to sign a contract in July, is, in fact, the meal that is served in March or April of the school year? How do we insure that the desire for profit does not start squeezing down on quality as we have heard charged in these hearings?

I would like you to respond to that, because if we are doing something wrong, we ought to change. If the industry is doing something wrong, or if the local budgets are wrong, we ought to also deal with that.

I am not convinced that you are going to be able to turn back the clock, and return to preparing foods from scratch in many of our schools. The economics do not appear to be there. So, if we are moving in the preplate direction, how do we do it? Everything seems to be a pilot program, or it comes about in a district out of economic necessity. Then, they turn to Morton's.

I don't think that it has ever been planned. Maybe it has been in the industry, but not in our mind.

Would you like to respond? I know that the question is very general.

Dr. BALDWIN. I don't know whether we can answer, but we can try to answer among the three of us.

I certainly agree with Dr. Leverton that the atmosphere under which the food is eaten is most critical, and we have seen occasions where people do, in fact, clean up the food. We have also seen occasions where there is not the appropriate atmosphere.

They do leave some foods on the plate, and I think that part of this is a learning procedure. I think that they ought to be on that plate. Those ingredients that do represent well-balanced meals, and we think that for the most part they are just that.

I think that your question as to whether the nutrition of the meal changes during the school year can be easily taken care of by appropriate specifications that we must insist on throughout the school year. We do insist on them at Morton's.

I think that Herb Ross could address himself to that problem.

We do insure, at Morton's, that all lunches meet the specifications throughout the year. Morton has kept over 200 hotpacks in an ongoing program on acceptability of these meals.

Mr. MILLER. You are talking about different variations of meals to be presented to a school or to students; is that what you are talking about?

Dr. BALDWIN. Yes, sir.

In such test programs, we do try to get the most acceptable components in the hotpack. The particular mealpack is made up, pretty much, of a hotpack that usually contains the protein portion and the vegetable portion, and a cold pack that contains fruit, bread, and butter. Of course, there is the milk that goes with it.

Your nutrients come from each and every one of these, plus as the Department of Agriculture pointed out, quite frequently there is much advantage in some of the added foods which are included in many of our mealpacks.

I think that looking at the variety of mealpacks that are there, the variety is there. We intend to keep pursuing the problem of the most acceptable hotpacks. We do intend to help in whatever way we can to bring about the proper education to those schools.

I think that we have already developed a system for making sure that meals are processed properly, both in our plants, and in the schools, to minimize any nutritional losses. I think that they are minimum. I think that they do meet the overall nutritional requirements set by the Department of Agriculture.

Herb, would you like to comment on that.

Mr. ROSS. The one statement you made about the consistency of the meals from July to March, we have definite specifications. We have the consistency. The same meals are delivered consistently throughout the year. This is verified.

We also make our school checks, our warehouse checks, our production checks. I go out to the schools myself. I have people in the field doing this. We have continual monitoring. We have not been charged with this allegation by any of our clients.

Mr. MILLER. Let me ask you, because you are getting into this problem of the delivery of a lot of services.

Morton is not exactly a Mom and Pop baking company. It is a large outfit. Is there a distinction within the industry between small outfits which are trying to get into this field, who, let us say, cannot afford the kind of monitoring that Morton has.

Is there evidence, to your knowledge, of purveyors of food to schools who really are not equipped to do it? What we are talking about is some peer review. Are there purveyors of food to schools who ought not to be allowed because of inadequate capitalization or financial ability to preserve their products day in and day out.

You also have another interest because of the retail end. The children that you serve will grow up and think that Morton is serving bad meals to the schools, so they may not go to the dairy case and buy frozen pies.

My concern is what kind of criteria should we specify? Should it be Morton, Pillsbury and Marriott, and people who have a long history and ability to do it right. Do you raise the standards so that you can keep out people who want to enter in it?

Mr. Ross. I think that your standards have to be rigid. This is the way that you do make sure that you have people capable of supplying.

Personally I have not witnessed people shortchanging or taking shortcuts on the meals. This is a personal observation.

Mr. Miller. Have you heard about it?

Mr. Ross. I have heard several reservations, but I have not seen it. So I cannot comment on it.

Mr. Miller. Dr. Leverton.

Dr. Leverton. Mr. Chairman, I think that we want to compliment you on your personal concern as well as the committee's concern for the school lunch situation. I am sure that you would agree with us, and us with you, that there is no one right way to serve a school lunch, because there are so many variables in every situation.

I would like to broaden the consideration a bit, and point out that there is little that we can accomplish in a relatively short time with the factors that we now have to deal with because of the nutritional education that is lacking in practically every situation.

I think that nutritional education of our children would take care of a good many of our problems. You have to remember that very few children think of food as its rightful place in the environment, or to our society.

The child who comes to our school lunch, first of all, he is an expert because he has eaten all his life and he is here to tell the tale, you see. He survived the habits that he has had of a lifetime.

The child has also brought to the lunchroom situation whatever it may be, his parents' prejudices, his anxiety for peer acceptability. He also brings a background of rather extreme permissiveness, in this past generation anyway, and also very likely some cash which can give him even more choice than it was before.

So the nutrition education that must be instigated just as soon as possible would go along with whatever turns out to be the most suitable lunch service for each situation. This is the only way that we are going to get these people to recognize the real place of food. Food is a means to an end, and not just an end in itself, and not a way to put in some time.

The competition that we offer this child, or offer the lunch actually, is very damaging often, because the point is that the youngster may come along the school lunch line, he has a basketball on his arm, and the thing that he is most interested in is to get out there on the field, and beat the guy who beat him the day before.

We have seen, in some of our testing programs, beautiful meals go directly into the trash can just in order to get out there and use that basketball. So this is much more of a meal consideration than the taste of food.

Mr. Miller. Maybe we should not combine lunch with recess.

What other institutions does Morton prepare preplated meals for, other than schools? Do you do it for hospitals, or for the airlines?

Mr. Ross. No.

Mr. Miller. Just schools?

Mr. Ross. Yes.

Mr. Miller. What does it cost to prepare that meal?

Mr. Ross. We sell it for 52 cents.

Mr. Miller. What does it cost you to prepare it?

Mr. Ross. This is the total cost of the meals that are sold to the schools. We sell it for 52 cents, and we make about 2 percent on a meal.

Mr. Miller. If you make about 2 percent, you had better watch. We had one of your competitors in here the other day, and he was claiming 12 percent.

Mr. Ross. It is a business of about 2 percent.

Mr. Miller. What does it cost to make the kind of meal that they serve you in coach class on an airline?

Mr. Ross. I have no idea. I really don't.

Mr. Miller. In your understanding of the industry, is there a marked difference in cost, do you think? That is not a 52-cent meal that they serve me?

Mr. Ross. I would imagine that it is higher, but I don't know what it would be.

Mr. Miller. One of the other questions is in terms of preplating, what kind of costs can be saved?

I know that in some of the senior citizens programs, it is claimed that substantial moneys might be saved if you did not throw everything away. If you did not throw away the knives and forks, the tray, the whole bit.

Is it possible to reuse these? What do you find in your industry; is it just easier to throw away, and start over from scratch?

Mr. Ross. The studies we have done to date, it seems that it is the most economic way to present the food for the total cost of the program.

Mr. Miller. To let them recycle it at the dump, if they can.

Mr. Ross. Yes.

Mr. Miller. Mr. Buchanan.

Mr. Buchanan. Thank you, Mr. Chairman.

I must confess that I am predisposed in your favor at Morton because I am one of many males in the country who has never had home economics. Therefore, when my wife is ill, my family is away, I give a lot of business to people like you, and I have been rather favorably impressed.

We also have had testimony from school people, as you perhaps know, in this series of hearings, who use the preplated lunches. We have had testimony from them that the results are good, and the waste is minimal. So you must be doing something right.

I am concerned about a couple of things. First of all, as the chairman was inquiring a few moments ago, can we be sure that everyone has the same kind of quality control processes that you have outlined at Morton's, and can we be sure that USDA will make sure that all such preplated lunches have such high standards?

Mr. Ross. That is a very difficult question for me to answer. I know what our involvement is in our particular industry, as it applies to our company. I also know what the regulations are, and they are very precise and demanding.

I am sure, like everything else, that you do have to monitor this thing consistently with our suppliers to insure the compliance. How well and how thoroughly this is being done to the *n*th degree, I really don't know.

The other people that I have associated with, and the products that I have seen, which for the most part are larger suppliers, do comply. They also do have adequate controls.

Mr. Buchanan. You have mentioned the Department of Agriculture people that participate, and the Food and Drug Administration, but much of the quality control work is done by you inhouse.

Mr. Ross. Yes.

Mr. Buchanan. Now let me ask you, do you consider the prepackage meal as a substitute for lunchrooms, or as primarily a means of serving children in schools without kitchen facilities?

Mr. Ross. We see the preplated frozen meal as a definite need in the schools where there are no facilities right now. There is a lot of your pre-World War II schools, which do not have the space, the capital, and the investment capability. There is a definite void there, and this is filling that void. This is our prime approach to the problem.

Mr. Buchanan. Mr. Ross, you made several suggestions for our consideration. You suggested that Department of Agriculture regulations should be adjusted to permit portion size variations according to the age of the child, without reducing the nutritional value of the meals.

Is it your feeling that this might result in less waste, and more consumption?

Mr. Ross. This is my personal feeling, and this is also a feeling that I have based on a survey that we have run. Right now the type A lunch is a little bit overwhelming for some of the smaller children.

Mr. Buchanan. Then you feel that by permitting a somewhat smaller portion, you might actually get more nutrients into the child, in the case of the smaller child?

Mr. Ross. That is possible. The main thing is, as we said before, is to get the child to eat food.

Mr. Buchanan. Part of what you have all testified to is food in relation to our society. If you look at the House restaurant, or our cafeterias around here, you would see as bad a knowledge of nutrition as in the school lunchroom. I don't know how we are going to reform ourselves to slow down and take time in this area.

I do think that to some extent the school situation reflects the overall pace of our society. Perhaps too little attention is being paid to that.

Only one more thing. You indicated that the Department of Agriculture's commodity program should be modified so that the commodities can be shipped in their raw state direct to processors.

Do you have any idea as to what kind of money this might save?

Mr. Ross. The total amount of money, I have no idea. I could put something together and submit it later on. But you have a tremendous amount of handling in the distribution and processing, and this could certainly result in a substantial saving if you send it to the processors in their raw state, and not have it sent to a warehouse and then down to a school. In turn, transport it back to the supplier, who has to put it back into the meals. This is an awful lot of warehousing and transportation.

Mr. Buchanan. It is a useful suggestion. It seems to me that there are various ways in which we might achieve savings in order to meet the overall needs a little better.

I thank you for your testimony, and I have no further questions.

Mr. Miller. If I might ask a question. First of all, what is a spork?

Mr. Ross. It is a combination of fork, spoon, and knife, one utensil. It is universal.

Mr. Miller. I have been going over the menu, and I notice a couple of things in the Wayne County Intermediate District material. You have food on this menu that there is currently some controversy about. Not just the recent one regarding hotdogs, but the ongoing controversy of hotdogs and some of the chemicals that are used in cold cuts, concerning what impact this may have on children.

The value of hotdog roll, as a bread, and the other rolls that are served. The question of the sugar content of ketsup in some instances. The sugar content in what I see as a "fruitsicle," and the sugar content in what I see in a "pear in syrup dessert," and so forth.

My concern would be this; to what extent is Morton involved or concerning itself with these controversies within the scientific community and the medical community about these products, nitrites versus nitrates, and sugar?

We have an awful lot of concern in the medical community, and among school psychologists and so forth, that we may be creating many of the learning problems for these children by what we are putting into their stomachs, and what they receive in the home.

This is the question around vending machines for candy, and all of that.

On what basis do you make the judgment to sell white bread as opposed to whole wheat? I am not saying that this is absolutely decided, because it is not. There is ongoing controversy about these various chemicals and foodstuffs, and their impact on children in terms of hyperactivity, and so on.

I would like to know what you are doing about it, and how you are monitoring it, and what changes you have decided to make in terms of cutting back and why.

Dr. Baldwin. Again, you have raised quite a few questions, but if I may take them, more or less, one at a time.

If you ask, do we use any food additives, and particularly with regard to hotdogs and luncheon meats, we take the best advice of the Department of Agriculture and the Food and Drug Administration, and we feel that we must evaluate the risk/benefits of nitrates and nitrites, at the present time, in hotdogs, for example.

The best advice that we can get at the moment, and we feel that it is much safer than the risk of botulism. I think that we have the best foods and the safest food supply and the most abundant food supply, and we should not forget the technology that has brought us there.

Now, with regard to the specifics of food additives, we do not add them unless they are absolutely essential. It is not our purpose. Freezing is our method of preparation and we think that this takes care of most of the problems of preserving our food products going into the schools.

I cannot say that we are without additives, but we have supported work in at least three universities on this very subject, and we are currently watching very closely the nitrate/nitrite situation as it exists.

I might add that the danger is probably far less than the consuming public dreams.

Mr. **Miller**. What about sugar?

Dr. **Baldwin**. Sugar should be kept at a relatively low level in schools, but sugar is a commodity. It is a source of energy. In fact, 50 percent of the calories required by children should come from carbohydrates. We would be in a terrible state if we fed nothing but protein to our kids, far worse than the sugar situation as it exists today.

I don't mean to get into that dilemma, but perhaps that inherent danger should be mentioned. There are some serious problems. We should teach our children that they should rinse their mouth after they have eaten sweet things. Good nutritional education would take care of most of those problems.

Mr. **Miller**. Starches, if you look at the menu it is fairly heavy on starches.

I am trying to make a determination, I am not asking for your personal reaction. If preplate is to be defended in terms of reaching a generation of malnourished, hungry children, then I want to know what is going on in the industry's mind when it is putting this together.

Is it putting heavy starches on it because it is cheaper, or is it putting heavy starches on it because it has a theory about what starches mean, or about what carbohydrates mean at this time. If they are aware of what is going on in the scientific and medical area.

Most of us stuff so much food into our children, that they really don't want, because we are afraid that they may not grow. They will grow, but they may not grow up.

I want to know what is going on in the mind of the people who are responsible for serving however many thousands of children you serve on a daily basis. I used to know what was going on in the mind of Mrs. Columbo, when she was making spaghetti in my school, because she thought that we were each one of her children, and so she watched for my best interest.

I want to know what is going on here because this industry is quickly advancing on the horizon, and the cooking-from-scratch programs of rural America are fading away for economic reasons. But I am not going to let them go just because of economic reasons, and that is why I am trying to ask these questions.

I would be pleased, if you want to respond in depth as to why the sugar content, and starch content is as such in your industry. I don't expect you to have all the answers.

I would like those answers to come forth and be made part of this record. Because, I think, there are an awful lot of people who have a fair say in the school lunch program who are suggesting that we simply outlaw preplated lunches. I may site unions and others, because there is a conflict there.

Now, I think that you have to have hard evidence, and that is what I am trying to get at here. I know that I have raised an awful lot of questions in one sentence, but——

Dr. BALDWIN. Starches are a highly acceptable product, and do serve a nutritional portion. Dr. Leverton might like to comment on that.

Dr. LEVERTON. Yes, Mr. Chairman, I think that there is a definite myth about the high carbohydrate diet. The only time we are concerned about diets that are high in starches, or high in carbohydrates is when there are not sufficient protein and fat available.

If we say that actually all we need is about 10 percent of our calories from protein, some of that from animal source preferably, and something around 33 percent of our calories from fat, and hopefully not more than that, that leaves 55 percent of the calories that have to come from carbohydrates.

A portion of this, and we have not put down a figure, is sugar. We have a very perverted idea of thinking of something high in carbohydrates is less desirable. It may be less desirable to those of us who have developed a taste for the protein foods, but there is nothing better balanced than macaroni and cheese dishes as far as protein and calories are concerned.

As American people, we are constantly fretting about this high carbohydrate, and it might well be that it might be one of our salvations, and that we need to use things such as flavor extenders, hot dogs, chili, and things like that in order to not overuse our resources of protein, and not to overeat on these relatively expensive foods. This is a nutritionist's view.

Mr. MILLER. Well, at the risk of giving you 40 more questions in one sentence, I don't have further questions, other than the conceptual ones of where we go in this program. I think that we really have problems from the Federal Government's standpoint.

I am deeply concerned about it as one who is interested in nutrition, trying to make sure that these children have their full educational opportunity, and are not deprived of it because of that.

I think that you are a component of that, whether we like it or not, we have to deal with that. I would hope that you would take some of my questions, and ask the people within your own company to respond, if they feel they ought to, in depth, because I think that this is a battle that is going to be fought, and we are going to do it on the evidence.

Let me simply ask you one question. It was suggested by one of your competitors, I forget which, that they carry on a rather extensive monitoring with children. They interviewed the children, and asked: "How did you like your lunch? What didn't you like, and what did you like best?"

Do you do that also?

Mr. ROSS. That is correct.

Mr. MILLER. How extensively do you do it?

Mr. Ross. We have somebody out in all the school districts every day that they are serving. This is not necessarily all the schools, but they rotate. They try to get all the school districts and all the schools that they can, to try to find out what the acceptance of food is, and what the problem is.

Mr. Miller. Dr. Leverton, when you were speaking about starches, you said that they were a very acceptable food. Do you mean acceptable from the child's point of view, or acceptable in terms of necessity?

Dr. Leverton. From a nutritional standpoint, many of the cereals are high in nutrition, but one of the greatest values is that they are carriers of so many other nutrients. Whether you have a slice of whole wheat bread with something on it, or whether you have a dish of spaghetti with something on it, they are wonderful carriers for other flavors and nutrients.

Mr. Miller. Thank you very much for your testimony this morning, and for taking the time to talk to the committee. I am sure that you will hear more from us on this subject as we come to the next round of authorizations, and so forth, because it is a subject of growing controversy.

The committee is adjourned until 9 o'clock tomorrow morning.

[Whereupon, at 10:15 a.m., the subcommittee adjourned, to reconvene at 9 a.m., Thursday, September 2, 1976.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

THURSDAY, SEPTEMBER 2, 1976

House of Representatives,
Subcommittee on Elementary,
Secondary and Vocational Education
of the Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to recess, at 9:15 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Mottl, Quie.

Staff present: John F. Jennings, counsel; Charles Radcliffe, minority counsel; and Louise Dargans, research consultant.

Chairman Perkins. The subcommittee will come to order.

We have with us today Dr. George Briggs, professor of nutrition at the University of California at Berkeley; Dr. Elwood Speckmann, director of nutritional research, National Dairy Council; and Mr. Patrick B. Healy, secretary of the National Milk Producers Federation.

We are delighted to welcome all of you gentlemen here. Suppose you come around as a panel, and I am going to take you as you are listed.

We will hear from Dr. Briggs first this morning, but all three of you come around the table.

Dr. Briggs?

This is a further continuation of our oversight hearing on the School Lunch Program held by the Subcommittee on Elementary, Secondary and Vocational Education. We have had some complaints, not so much with school lunch as we have in the summer feeding program and the supplemental food programs, but we want to do all we can to improve that, all these laws, and see that the true purposes are served, any way that we can weed out any wrongdoing.

That is likewise our purpose in connection with the oversight hearings, so that we may come up with legislation to correct any abuses.

Go ahead, Dr. Briggs.

[The prepared statement of Dr. George Briggs follows:]

Prepared Statement of George M. Briggs, Ph. D., Professor of Nutrition, Department of Nutritional Sciences, University of California, Berkeley

Mr. Chairman and members of the Committee: I am Professor George M. Briggs, Nutritionist at the University of California, Berkeley, where I was Chairman of our Department, 1969–1970. I am past President of the American Institute of Nutrition (1967–68) and of the Society for Nutrition Education (1968–69). For the past seven years I have been Executive Editor of the Journal of Nutrition Education and have a number of other state and national responsibilities in nutrition matters. I am co-author of the textbook Nutrition and Physical Fitness.

I share with you the knowledge that nutrition is of great importance to the optimum health of our children. I believe, with you, in the importance of the Child Feeding Programs in improving nutritional status and, with you, would like to see such programs achieve the greatest benefit.

It is my opinion that we may have, however, lost perspective of the needs for Child Feeding Programs and their ultimate goals. My purpose, then, today is to put some of these matters into what I see as their proper perspectives.

First, why do we need Child Feeding Programs at all? Just for the record, let's look at some of the results of studies made on our nation's nutritional standings.

In the recent Ten State Nutrition Survey, which examined mainly the lower income segments of a society, significant proportions of this population were found to be either malnourished or at risk of developing nutritional problems. Children in the 10-to-16 year age group had the worst nutritional patterns. As educational levels rose, nutritional inadequacies diminished. And the poor diets found were largely due to poor food choices.

For the group studied, the school lunch program was found to provide a substantial percentage of recommended nutrient intake. At least a third of the calories, calcium, iron, and vitamin A came through meals eaten at school.

As shown by the most recent Health and Nutrition Examination Survey (HANES) such problems are not isolated in lower income groups. Samplings here of individuals spanning the socioeconomic spectrum demonstrated frequent iron inadequacies and, for significant numbers of persons, low intakes of calcium and vitamins A and C.

To learn about the nutrition habits of Massachusetts children, 80,000 public school students participated in a 24-hour dietary survey. This provided a cross-section of the state's youngsters from grades one through 12 and from all socioeconomic strata. Twenty-four percent of the children ate no breakfast at all. The older the children, the worse the results.

In this study, 54,000 boys and girls in grades four through 12 were asked about their lunches. Forty-one percent ate a poor noontime meal; six percent had none at all. But almost three-quarters of the children buying a Type-A meal in school ate a nutritionally adequate lunch.

The unanimity of these and other reports and surveys presents the inevitable conclusion: eating habits of young Americans leave much to be desired. Studies show that problems of nutrition exist in the suburbs as well as in the ghettos. Many children simply are not eating properly nor are they developing good lifelong nutrition habits to the detriment of their health and development.

There is evidence that most brain growth occurs early in life; by age four, 80 to 90 percent of the brain mass is developed. The first six to 12 months of life appear to be the most important. While early malnutrition may result in a certain degree of irreversible brain damage, subsequent poor eating patterns may compound the problems.

Also, we know that nutrition affects physical growth in early life. Children with poor eating habits experience a higher incidence of infection with a more serious outcome. They are prone to iron deficiency anemia, obesity, later cardiovascular problems, diabetes, bone disease, tooth decay and loss, and impairments in perceptual and functional abilities.

The chronically malnourished and hungry child enters school with two strikes against him: neither his mind nor his body has probably developed to its full potential. The poorly nourished child misses time from school more than his classmates because of more frequent illnesses, and high absenteeism often results in lower educational accomplishment. The vicious cycle is accelerated when he is unable to respond to general stimuli about him—stimuli which are vital to further brain development and learning upon which further education depends.

Since the child is unable to meet his potential either academically or physically, he cannot compete as successfully with his peers who in turn might reject and taunt him. The malnourished child may respond to such rejection by self-isolation and a general defeatist attitude.

But you are aware of these facts. They form the rationale of the child feeding programs. Today we are contemplating a change in this program, one which I feel may not be beneficial to our purposes. A proposal is made for a Fortified Milk-Based Product as an alternate food.

Should "fabricated-type" foods be used in the Child Feeding Programs? If our goal is in fact to improve the nutriture of the population, I have grave doubts about the use of such foods when looking at the problem on a long-term basis.

Not to belabor the point, many children are simply not getting sufficient levels of the nutrients they need on their own. The USDA's figures for nutrients *available* for civilian consumption per capita per day are somewhat misleading. For example, a person eating a diet of "average foods" of around only 1550 calories would be consuming only half of the values of the nutrients when allowances are made for waste and losses on heating and processing.

What are the necessary nutrients for growth, health, and development? Most often we hear about "eight basic nutrients." Or ten. Or even twelve. But in fact, there are 43 basic nutrients. We talk about those lesser figures for two reasons. First, they are the easiest to measure in the diet and in the food supply. Second, we have assumed for many years that by eating the "traditional" foods which contain the major nutrients, people will also consume—in those same foods from the basic four groups—the balance of the lesser mentioned nutrients. This assumption is no longer true when we depend on fabricated or highly fortified fabricated foods as substitutes for the basic foods.

To complicate things even further, we can not be sure how all the nutrients in foods work together in biological interactions. Also, we do not even know *all* the nutrients and growth factors necessary, at least quantitatively, for what we call "good nutrition." All we know for certain is that by eating recommended amounts of a variety of foods from the basic food groups we will achieve close to optimum nutriture. This nutrition principle has stood the test of time.

But now we are talking about the substitution of "fabricated" foods for the traditional. There simply is not the scientific knowledge or technology to assure me that fabricated foods are the nutritional equivalent of traditional foods over long periods of time. No one can assure me that all the 43 or so basic nutrients would be biologically available to the body in formulated products. Their biological availability to man in this form is an unknown quantity.

Thus what we are seeing, or should be seeing, is a rather vicious cycle. Children are currently not receiving all the nutrients they need for health, growth, and development. Their poor food choices dilute the nutrient density of the traditional foods they *do* consume either on their own or through the existing Feeding Programs. Our judgments on nutrients are currently based on a population eating traditional foods. Now it has been proposed that we further dilute nutrient densities in the total diet by the substitution of "fabricated" foods which are almost sure *not* to contain all the nutrients of traditional foods.

I submit that the use of "fabricated" foods at this time, on the basis of present knowledge might only subvert our goals of improving the nation's nutriture. Granted, if we were discussing individuals with currently optimal nutrition habits, the use of occasional fabricated foods would not be detrimental. Such individuals would make up certain unknown deficits elsewhere. But that is not always the case. We are talking about children whose diets are often suboptimal already.

At the very least, we must do extensive testing of any fabricated foods before their introduction into the feeding programs. Are they equivalent to traditional foods? And even then, do other traditional foods exist which could supplement better and less expensively the nutrients which we may be overlooking?

Inasmuch as this hearing is specifically aimed at discussing the Child Nutrition Programs, let me urge yet another factor which I believe to be of utmost importance.

The problem is not only one of availability of traditional protective and low-cost foods, but also of a lack of built-in knowledge as to how to choose foods to provide the essential nutrients for growth and maintenance. Any child programs intended to remedy the nutritional problems we face must also include mechanism for long term nutrition education.

It makes very little sense to any of us to provide lunch trays that are returned with the contents half-eaten or not touched at all, to serve milk that is not drunk, to have students eat good food during the day and "empty calories" when on their own, or to have individuals leave school with no knowledge of why certain foods were served to them at breakfast or lunch.

We can view school feeding programs, narrowly, as affording short-term establishment of better nutrition. But in the long run, the development of good food habits must exist side by side to achieve long-term goals of good nutrition. This is what good nutrition is all about. If we provide a student with, say, vegetables on his tray and in effect tell him to eat them because they are "good for him" and he simply dumps the vegetables in the garbage can, we have gained nothing. But if we can help him to understand *why* the vegetables should be a part of his diet, and have him come to believe this to the point that he not only eats vegetables at school but at home, then we have gained a great deal. And so, obviously, has he.

Regardless of socioeconomic or educational status of the student, he or she will later in life be asked to make food choices. Whether the food is purchased with cash, tokens, or food stamps, the end result is the same. Knowledge of nutrition and belief in good eating habits must pre-date breaking the dismal cycle of poor nutrition habits that plagues us.

This is neither the time nor the place to discuss methods of successful programs of nutrition education. Suffice it to say that in my work with many aspects of nutrition education I have seen that this must be an integral part of Child Feeding Programs, and I urge you to consider such educational programs closely. There is a need for comprehensive and sequential programs of nutrition education for primary and secondary schools. There is a need for nutrition education in teacher training programs. And there is a need for nutrition education in medical and paramedical training.

Wise decisions by all persons must be founded upon knowledge. Today we know that the traditional foods of the basic food groups—milk, meat, legumes, fruits and vegetables, and breads and cereals—work to provide an optimum template of nutrient balance. Let us not tamper with that "knowledge" until we are certain that changes will help in the long run, not hinder, those whom we seek to serve.

STATEMENT OF DR. GEORGE BRIGGS, PROFESSOR OF NUTRITION, UNIVERSITY OF CALIFORNIA AT BERKELEY

Dr. BRIGGS. Thank you, Mr. Perkins. I appreciate the opportunity to be here. Especially, I note your great interest over the years in this topic and appreciate your efforts in the child-feeding program tremendously.

I come from the University of California. I have turned in a document which I am not going to read, because you will have it, and I hope that you will be able to read it.

It details my position.

Chairman PERKINS. Without objection, your entire statement will be inserted in the record, and you just summarize your statement.

Dr. BRIGGS. I hope that you will ask questions, too, which is why I feel that I am here, to answer any questions there might be.

In this document I background my own qualifications, but I do not think I need to go into that.

Chairman PERKIN. We know about that.

Dr. BRIGGS. I am especially interested in trying to improve the nutritional status of the children of America. I am concerned about malnutrition which exists, and I have followed closely and have been involved in a number of studies dealing with the eating habits of the American child. I have been very active in nutrition education programs, as well as my own research programs through the years in this area.

I don't think I will need to review with you the fact that there is malnutrition, and it is a costly thing in this country. It is something which the country needs to be worried about very much. It is something which, as far as I am concerned, is a cause of large medical payments and health care costs, and I have openly stated on a number of occasions that I think that roughly a quarter of all health care costs in this country is due to the fact that our eating habits are bad, and the resulting problems then which are so costly in this country could be reduced considerably if our eating habits were better, and I think it is a very high economical problem, as well as a nutritional problem.

I have reviewed here some of the—like the Ten States Study. I could have reviewed many more, like the USDA studies which have shown deficiencies, but these are just samples.

Today I am here to discuss in particular the proposals for the fortified milk base product as an alternate food. I wish to discuss that a little bit, and I am here to hope that the Department of Agriculture—through your committee in any way you can—can try to focus on what the nutritional needs and problems of the country really are and what the child nutrition program ought to be doing. It ought to have a goal. It ought to set down defined goals in mind, and if that can be done, I think that we will be way ahead.

I am not sure that the fabricated food kind of policy can go too far. I wish to talk about that. I am concerned about making imitation foods when traditionally we know that most of the traditional foods come off the farm and are processed as necessary to make them available the year round in an economical way. I feel that that is the way the American public ought to eat, and when we look at the amount of money that families spend on food, especially low-income families, it is 25- to 30 percent of their income, then I am particularly concerned that we do not develop habits in children through the school lunch program and other child feeding programs that just increase the cost of food and not necessarily improve the nutritional value at all.

I realize that we have figures on the availability of nutrient intake from the USDA charts. We know that there are so many calories, so much protein, so many vitamins, and so on, available to each child, and I look at these, and on an average, our country comes out fairly good. But I am concerned about the bell-shaped curve and the lower 25 or 30 percent of this curve where people are eating poorly and where deficiencies do exist.

I am very concerned; as a nutritionist, I know full well, as I think most people recognize, that there are many, many nutrients that we need. A vitamin pill does not take care of our needs. Protein mixed up with different things does not take care of our needs.

We need a number of substances that are in milk, in meat and poultry, and fruit and vegetables and grains—and I have listed the four food kind of groups—that are the traditional strengths of our country as far as nutrition is concerned.

I know, and we all know, that if we eat in this way as a country we will get our nutrients, and our healthiest people in this country are those who are eating that way, and the ones who spend the least amount of money for their food and who are the wisest eaters can do this through the traditional four food groups.

Now, if we make a substitute for one of these foods, I am very concerned that we can go too far and begin to depend on a fabricated food formulated food, or a substitute food in place of one of these foods, whether it be a substitute fruit or fruit juice, of which there are many, or a substitute egg or a substitute grain or whatever. It is a substitute, and when these substitutes are made by a certain standard, that standard can in no way begin to measure our nutritional needs, because we just do not know enough about the needs of all the different nutrients, the so-called minor nutrients become more major when they are not present.

I experiment with these kinds of foods.

Chairman **Perkins**. Do you think these substitutes have grown in volume insofar as purchasing for our programs is concerned, that it has commenced to interfere with the program, and I mean the nutrients that a child should receive at these meals and that we should do something about these substitutes at this time?

Dr. **Briggs**. Yes. That is what I am here to speak about, that we can go too far with the substitutes, and I might point out why that is true.

Chairman **Perkins**. Go ahead.

Dr. **Briggs**. The substitute foods are made by certain standards which, in the case of this alternate food that we have in mind here, do not even contain as a standard the total nutrient requirement of the child. For instance, there are certain RDA nutrients, recommended dietary allowance nutrients—and I happen to sit on that committee at the Academy of Science—that are not present in the substitute foods, and I, for instance, know that that is not adequate nutrition unless all of the nutrients are present.

We do not know enough about nutrition yet today to know the requirements of all the nutrients—I know this for a fact—nor do we know what foods contribute to our diet beyond these standard 8 or 12 or 14 different substances which are generally in the standards for a food of this kind.

We have not done enough testing of these fabricated foods to be using the child as the test guinea pig. I do not understand why we should use the schoolchild as our testing agency. Let's use somebody else, or at least some rats, and get the information from experimental animals and do a lot more testing on requirements of people and children before we subject the child to these kinds of foods.

Now, there is another factor which I want to stress, and that is the longtime food habits of the American public really depend upon what one learns as a child. We do not change our habits much when we get older. We do if we get frightened by something, but generally these patterns are set as a child.

And so the school and the child-feeding programs are an area where nutrition education becomes extremely important, and as a nutritional educator, the habits that I feel the American child ought to have, the food habits, are those which he is going to use the rest of his life, and basically this means eating from the traditional, wholesome foods that are available at a low cost.

I am very much concerned about the economics of this thing, too, and if substitutes are made, they should be equal or better to the food they are replacing at the same or less cost. If they are not, they are a substitute which is a higher cost, and I do not understand the reason for promoting them in any way, shape or form, because they are of less nutritive value in the first place.

I realize there is a problem about children eating at the school lunch program in the cafeteria, they waste food, and this is something that troubles me as it troubles your committee and it troubles USDA people. Why do they waste food? I think surely we should study why food is wasted. I think surely though we have not really studied this enough. We have not developed nutrition education programs in our schools enough to really be able to honestly say we cannot get a child to eat what is good for him, as long as it is good and tasty.

I happened to chair the White House panel on food and nutrition, the panel on nutrition in elementary and secondary schools, and we recommended a nutritionist in every State, school system and in every district, a nutritionist in the school system, to work with teachers, to work with school lunch people and to work with teachers at all strata.

This has not been done yet, and I think we are not at all doing the nutrition education program that needs to be done to have a child see why he should eat this product and not a more tasty product.

We could go to the extreme and ask the child to eat whatever he wanted, whatever tastes good, let it be a soft drink and some candy, let it be whatever he tastes. We do not do that. We draw some lines.

And what I am saying is let us draw the lines back to where we know good nutrition starts, with the intake of all the nutrients.

So to conclude, I want to say that I feel that nutrition education must be a part of all child-feeding programs and programs which are strong in nutrition education. There is a competitive nutrition education that comes from the television, which comes from the vending machine, which comes from peer group pressures.

Until we can get equal time on telling the child, through working with the parent and in every other way, we certainly have not tried well enough to let the child see that there is a good reason for taking vegetables and fruits, and we know from motivation experiments that the child will eat the proper foods when they know why. It is a matter of knowing why and developing the knowledge to tell why these foods will be useful for them.

Thus we know the healthiest people in this country are those who eat well, and we know that is true. Let us build a nutrition program in our schools to cover that point.

I think those are my major points, Mr. Chairman, and I appreciate the opportunity to be here.

Chairman Perkins. Thank you very much.

We will now hear, before we interrogate the witnesses, from Dr. Elwood Speckmann. Go ahead, Dr. Speckmann.

He is the Director of Nutritional Research for the National Dairy Council.

I am a great believer in milk, myself. I always liked to milk cows when I was a kid and even did it until I came to the Congress.

Go ahead.

[The prepared statement of Dr. Elwood Speckmann follows:]

Prepared Statement of Dr. Edward Speckmann, Director of Nutritional Research, National Council, Rosemont, Ill.

Mr. Chairman and members of the Committee: I am Elwood W. Speckmann, Ph.D., Director of Nutrition Research for National Dairy Council. I welcome the opportunity to appear before the Committee today to discuss important nutritional issues pertaining to the Child Nutrition Programs. Established in 1915, National Dairy Council (NDC) is a nonprofit educational-scientific organization supported by all segments of the dairy industry—producers, processors and handlers, equipment manufacturers and jobbers. NDC conducts a nutrition research program which serves as a scientific base for its nutrition communications programs. Dairy Council is both a national and a community program, with the national office directing the national programs, and approximately 275 regional, state and community Dairy Council professional staff bringing these programs and services to their respective areas.

Although a relative newcomer in the scientific community, nutritional science has made great strides and has shown that proper nutrition does make a difference in one's health and well-being. Some examples will be mentioned to illustrate this point. A study conducted at the Boston Lying-In Hospital at Harvard showed that the health of the infant at the time of birth was related to the quality of the diet of the mother during pregnancy (1). Of the infants born to mothers whose diet was rated good or excellent, 94% were judged in superior or good physical condition at the time of birth. On the other hand, when the maternal diet was assessed as poor, only 8% of the infants received a superior or good rating and 92% were judged in fair or poor condition.

Other studies show the profound effect of diet on bone development. In one such study the retarding effect of prolonged undernutrition was shown dramatically in the bones of the hand and wrists of several hundred children (2). In every poorly nourished child there was delay in the development of wrist bones compared with those of well-nourished children of corresponding ages. A typical example shows that whereas a well-nourished 7-year old child has 7 carpal centers (wrist bones), the undernourished child may have only 4 such carpal centers.

The synergistic relationship between undernutrition and infections is very evident in underdeveloped countries where malnutrition and infections are both rampant (3). Malnutrition, specifically undernutrition, predisposes the body to infections, and infections create the conditions for poor nutritional status. The dramatic decline in the incidence rate of tuberculosis in the United States (from 101.5 per 100,000 population in 1930 to 23.1 per 100,000 in 1967) is attributed partly to a more abundant and varied diet.

By far the greatest gains in life expectancy have been made in the early years of life (3). A major reason for this is success in dealing with diseases of infectious origin and common childhood illnesses. There are many factors contributing to this success; one of them is improved childhood nutrition.

Several studies indicate that lack of food and concomitant hunger may influence learning and behavior in terms of reduced ability to concentrate (4). Among school children, this may be manifested in the form of disinterest in one's studies, decreased attention span and poor school records.

Recognizing the important role of nutrition in safeguarding the health and well-being of the Nation's children, the Congress of the United States passed the National School Lunch Act of 1946, the Child Nutrition Act of 1966, and more recently the National School Lunch Act and Child Nutrition Act of 1966 Amendments of 1975, which authorize nutrition programs for children. The general purpose of these programs is to increase the nutritional well-being of children and to create educational opportunities for developing sound nutrition habits.

Over the years, the programs have continued to evolve, experiencing significant and far-reaching changes (5). For example, the school lunch program is now available to an impressive 25 million children per day. The number of needy children being reached through this program has grown from 3.5 million to 9.4 million daily.

Nevertheless, we have observed certain trends which we view with concern because of their potential undermining influence on the nutritional integrity of the programs. These trends are as follows:

1. Changes are being introduced into the various child nutrition programs without the benefit of any published up-to-date and clearly defined nutritional goals for each of the programs. At present, only the School Lunch Program has a defined nutritional goal, which is one-third of the Recommended Dietary Allowances (RDA) for the 10–12 year old child. However, this goal is still expressed in terms of the 1968 edition of the RDA. The Food and Nutrition Board, National Research Council/National Academy of Sciences, has since revised its recommendations, based on newer knowledge of nutrition, and published the 1974 RDA. Not only did the Board revise the amounts of nutrient intakes considered desirable but also the age groupings. Thus the latest edition does not have the age category of 10–12 years which is used by USDA; rather it provides a breakdown of 7–10 and 11–14 year olds (as well as other age groups).

For the other child nutrition programs, USDA has enumerated the required meal components but has not published the scientific basis for choosing such components. For example, USDA recently issued a final order establishing breakfast patterns for infants and children to 6 years of age (6). However, despite recommendations to publish the nutritional goal for the School Breakfast Program, the final order remains silent on this point. Without clearly defined nutritional goals, it is difficult to assess the performance of these programs and to evaluate the impact of proposed alterations in the meal pattern and meal components.

In establishing nutritional goals for Child Nutrition Programs, we strongly urge that USDA go beyond the 17 nutrients for which recommended dietary allowances have been established. For instance, the U.S. Food and Drug Administration, in publishing regulations for nutritional labeling have established U.S. RDA for 20 nutrients. U.S. RDA have been established for copper, biotin and pantothenic acid in the absence of an RDA because FDA felt that these nutrients were important in the diet. But what about potassium, choline, chromium and some of the other nutrients? Perhaps specified levels of at least copper, biotin, pantothenic acid, potassium, choline and chromium should be included in the nutritional goals for Child Nutrition Programs. Further, we recommend that USDA define the nutritional goals on a calorie basis so that nutrient density becomes a basic component of the goal.

2. Claims of nutritional adequacy of meals served in these programs have been based on averages without considering the range of intakes or variation among participants. For example, a recent change in the Type A lunch pattern (deletion of butter/fortified margarine) was based partly on the claim that the average amounts of vitamin A in school lunches are more than adequate. Although it is true that the average vitamin A intakes from school lunches are likely to exceed one-third of the RDA, it does not necessarily follow that all participants have reached the goal. A study conducted by Murphy et al. (7) showed that although the vitamin A content of lunches averaged 2,100 I.U., which definitely exceeds the goal of 1,500 I.U. (one-third RDA), the range was from 380 to 10,300 I.U. More than a third of the schools were below the goal for vitamin A. Another study examined the amount of nutrients consumer in the Type A lunches by Grades 5, 7, and 10 students (8). Again, taking vitamin A as an example, the average intake for each grade exceeded the goal but there was quite a wide range, some of which were below the goal of one-third the RDA.

We therefore recommend that assessment of nutrient intakes in the Child Nutrition Programs be strengthened by examining not only the average intakes but more importantly the range of intakes and median intake, as well as the percentage of children not meeting the goal, so as to give a realistic picture of actual conditions. Furthermore, where substantial deficiencies in nutrient intake exist, we urge USDA to take immediate action to improve or correct the situation.

3. Over the years, we have observed a slow but steadily increasing introduction of fabricated foods in the Child Nutrition Programs without a clearly defined USDA policy regarding the use of these products. In terms of long-range planning, to what extent will fabricated products be allowed to replace traditional foods? Gaps in present knowledge of nutrition indicate caution in moving towards increased use of fabricated products in feeding children. These gaps are well illustrated by the fact that of the approximately 50 nutrients known to be required by humans, only a third have been quantitatively defined in terms of Recommended Dietary Allowances. Knowledge about desirable intakes of other essential nutrients is scanty. At this point, it is assumed that if the goals for the RDA nutrients are met, then the goals for other nutrients also would be met. However, this assumption is based on the premise that the diet is composed largely of traditional foods rather than fabricated products. The assumption may not be valid when increasing amounts of fabricated products replace traditional foods—for there is no assurance that the fabricated product has the broad spectrum of vitamins and minerals found in the counterpart traditional food.

We therefore urge USDA to proceed with caution in allowing fabricated products in the Child Nutrition Programs and to publish a clearly defined policy on the extent to which these products, singly and cumulatively, will be allowed in the programs. The policy should be based on a thorough evaluation of the biological value and spectrum of nutrients in the fabricated products.

4. With increasing sophistication, food technology has produced many products which taste like and look like traditional foods but which may or may not be nutritionally equivalent to the foods they replace. It is imperative that nutrition research go hand in hand with technological developments and practices in order to increase the scope of our understanding of the impact of technology on health and well-being. For example, in the recent proposal from

USDA to allow the use of a formulated fortified milk-based product as a one component alternate for the supplemental food pattern of the Summer Food Service Program for Children, the nutritional specifications were based solely on quantitative parameters. Parenthetically, the term "milk-based" is misleading since the proposed regulations allow the use of ingredients which would replace milk but which do not have the same nutrient profile as milk. Another example is the cheese alternate products, whose nutritional specifications also are based primarily on quantity of nutrients with the exception of protein for which a minimum biological value equal to that of casein is required. Nutrition research is needed to provide a thorough assessment of the biological availability of all the nutrients listed in the specifications as well as evaluation of the overall nutritional performance of fabricated foods.

Research also is needed to gain a better understanding of conditions which may affect one's ability to consume certain foods, particularly those which make a significant contribution to the nutrient profile of the meal. For example, the inability of some children to drink the milk served with their meals has been attributed by some researchers to lactose intolerance. Lactose intolerance is sometimes equated with intolerance to milk because milk and other dairy foods are the main source of lactose in the diet. However, there is increasing evidence in the scientific literature that lactose intolerance and milk intolerance are not synonymous.

It has been demonstrated that lactose-intolerant individuals can indeed consume recommended quantities of milk and that there is no scientific basis to remove milk from their diet (9, 10). Moreover, there are other factors which influence the acceptability of milk, includnig the temperature of milk when served, familiarity with the product, and perhaps even psychosomatic factors. Studies are needed to determine the factors affecting food acceptance.

5. In recent years there has been increasing scrutiny of the Type A lunch pattern. Nevertheless, several years of experience with the Type A lunch pattern also show that, in general, the pattern has enough flexibility to adapt to student preferences and that it has a sound nutritional foundation. In an interview published in the School Foodservice Journal (11), Dr. Grace Ostenso, Director, Nutrition and Technical Services Staff, Food and Nutrition Service, USDA, cited a study which showed that there was very little nutritional difference between meals planned using the Type A pattern and the nutrient standard approach. The 20 menu planners on the project were impressed when they found out for themselves that Type A does, in fact, have nutrients in it and what foods these nutrients come from. Dr. Ostenso added that the project participants found it difficult to plan a menu without having certain items (such as a dairy food to supply calcium, etc.) in the meal. Thus, in our opinion, the Type A lunch pattern remains the most viable method available to date for planning nutritious meals and we recommend that USDA continue to use it as a basis for meal planning in the Child Nutrition Programs.

6. The food left uneaten by children participating in the Child Nutrition Programs, commonly referred to as plate waste, has been a major concern among individuals and institutions involved in these programs. However, plate waste can not be solved by simply allowing high school students, for example, to refuse the foods offered to them in school lunch. Undoubtedly, plate waste is the result of an interplay of several factors. Nevertheless, a good understanding of the importance of nutrition to one's health and well-being, through nutrition education, can play a major role in reducing plate waste. What the children observe and experience in the school lunchroom should be reinforced through nutrition education. A survey conducted by the Office of Evaluation Research, University of Illinois for National Dairy Council reveals the need to teach nutrition at all grade levels and to sequentialize nutrition education within the existing school curriculum so that later learning will build on previous learning. This same need for a comprehensive program was expressed at the White House Conference in 1969 and at the 1974 hearings of the Senate Select Committee on Nutrition and Human Needs.

A study conducted by the Society for Nutrition Education for National Dairy Council's K-12 Curriculum project reveals that curriculum developers must present nutrition education in such a manner that students can grasp it intellectualy and find it compatible with their life style, culture, family and community. Programs in nutrition must be practical and meet the needs of students and their families.

We believe that these are important considerations in the development of effective nutrition education programs. Clearly, there is a need to develop a comprehensive and sequential program to effectively teach nutrition from kindergarten through the senior high school. The goal of such a program is to equip young people with the knowledge and values for wise food choices throughout life. To carry out this program effectively, a comprehensive approach is necessary. Teachers must be equipped with the appropriate knowledge and tools. Therefore, nutrition education should be a part of teacher training programs. School systems must give solid support to nutrition education, including it in the curriculum.

In summary, we offer the following recommendations to strengthen the nutritional component of the Child Nutrition Programs:

1. Each program should have up-to-date, clearly defined nutritional goals. In setting goals, one should not be limited by the constraints of the RDA and must consider other essential nutrients as well. In addition, serious consideration must be given to the concept of nutrient density.
2. When assessing the nutrient content of meals served in the various programs, analysis should include not only the average intakes, but more importantly the range of nutrient intakes and median intake, as well as the percentage of children not meeting the goal. Moreover, where substantial deficiencies in nutrient intake exist, immediate action should be taken to improve or correct the situation.
3. In terms of long-range planning, there is a need to define the extent to which fabricated products will be allowed to replace traditional foods singly and cumulatively. The policy concerning the use of these products in the Child Nutrition Programs should be based on a thorough evaluation of biological value and spectrum of nutrients.
4. Nutrition research should be an integral component of the overall assessment of the Child Nutrition Programs. Research is needed to evaluate the nutritional quality of the meal patterns and to evaluate new foods being introduced, or used to replace traditional foods. Research also is needed to objectively evaluate conditions which may have an impact on the consumption of certain food items being provided in the Child Nutrition Programs.
5. The Type A pattern remains the most viable method available to date for planning nutritious lunches. Its continued use as a basis for meal planning is highly recommended.
6. Nutrition education should be utilized to work hand in hand with the Child Nutrition Programs to develop sound eating habits. Comprehensive nutrition education programs should be developed for use in teacher-training institutions and in elementary and secondary schools.

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STATEMENT OF DR. ELWOOD SPECKMANN, DIRECTOR OF NUTRITIONAL RESEARCH, NATIONAL DAIRY COUNCIL

Dr. Speckman. Thank you, Mr. Chairman.

I am Director of Nutritional Research for the National Dairy Council and had my training and experience in the area of nutritional sciences and I have about 15 years of experience now, and I have qualified for membership in the American Institute of Nutrition and the American Society for Clinical Nutrition.

Just a word, briefly, about the National Dairy Council.

We are a nonprofit educational and scientific organization supported by all segments of the dairy industry. We have a very broad-based nutrition research program which serves as the scientific basis for our nutrition education and communications program.

I will attempt also to summarize my prepared remarks, rather than——

Chairman Perkins. Without objection, your prepared statement will be inserted in the record.

Dr. Speckman. Thank you.

My introductory remarks in the prepared statement relate mostly to documenting in a very brief fashion the fact that nutrition does make a difference in one's health and well-being and that research has also shown that the lack of food and concomitant hunger influenced learning and behavior in a classroom and that this does affect one's ability to learn, one's willingness to learn, the organization of the students within the classroom.

I endorse the committee's interest in the general purpose of the child nutrition programs, which is to increase the nutritional well-being of children, and to create educational opportunities for developing sound nutritional habits. We are, however, concerned with several of the actions that have been taken by the USDA over the past several years because of their potential undermining influence on the nutritional integrity of these programs.

In the prepared remarks, I have submitted six recommendations which we feel will strengthen the nutritional component of these programs.

The first recommendation is that each program should have up-to-date and clearly defined nutritional goals and in setting goals one should not be limited by the constraints and the recommended dietary allowances, and must consider other essential nutrients as well.

In addition, serious consideration must be given to the concept of nutrient density.

A few examples to illustrate that point is that only the school lunch program has defined nutritional goals, which are basically one-third of the recommended dietary allowances. However, even then, these recommendations are based on the 1968 RDA's rather than on the revised, 1974 RDA's, and this is exemplified by the fact that the USDA is currently basing the goal on the 10- to 12-year-old child. In the revised RDA's the age groupings are from the 7- to 10-year-old child and the 11- to 14-year-old child, so thus, when they interpret their actions from the RDA, it is difficult to apply those to the more current issues of the recommended dietary allowances, and so we would recommend that they define their nutritional goals in accordance with up-to-date and revised standards as published by the Food and Nutrition Board.

However, there are no published nutritional goals for the school breakfast program or for the summer school food service program, and thus, it becomes very difficult, from our standpoint, to evaluate the progress of these programs and to evaluate proposed modifications in the programs, because we do not have a yardstick with which to measure it against.

It is like reacting to a moving target. You never know exactly what their internal standard is, and I think it would be well to have them define what their specific goal is.

Also, we feel that in developing the nutritional goals for the child nutrition programs, that they had based their recommendations on the recommended dietary allowances, the RDA's, for 17 nutrients. Now, we all know there are some 40 to 50 nutrients that are necessary for health. Dr. Briggs, in a chapter in one of his books has spelled out 43 specific nutrients that are required. But we feel that in defining the overall goals of these programs, they should not be restricted to just these 17 nutrients. We feel that nutritional science is such that they could go beyond the 17 nutrients and establish nutritional specifications for at least 6 other nutrients: copper, liathin, panathenic acid, potassium, coline, and chromium.

The Food and Drug Administration, in their proposed nutrition labeling—well, in fact, that is the law, now, I guess, the nutritional labeling regulations, have gone beyond these RDA's by 3 additional nutrients, so there is already precedence set and I think sufficient information available that USDA could define nutritional goals beyond the specific 17 RDA nutrients.

We also feel very strongly that any nutritional goals that the USDA develop should be based on a concept of nutrient density, and by that, I mean specified in amounts of nutrients per calorie, because it is very important as they make changes and proposed modifications in these programs that they not dilute the nutritional quality of these programs, and when you start to introduce nontraditional foods, fabricated foods, engineered food, you have to be very careful that you are not introducing primarily calories and little else.

So we are very concerned on the nutrients that are supplied per calorie in these programs.

The second major recommendation that we wish to present to the committee is that when assessing the nutrient content of meals served in the various programs, analysis should include not only the average intakes but, more importantly, the range of nutrient intakes and the median intake, as well as the percentage of children not meeting the goal.

Moreover, where substantial deficiencies in nutrient intake exist, immediate action should be taken to improve or correct the situation.

As an example for that, I submit that in the assessment of the nutritional adequacy of these programs, the USDA has used average values—they have used average values of schools—and so a few high figures could certainly overshadow many low figures.

One really needs to know what the median intake is, how many children are below the median, what proportion of the children are above the median, and the extent to which this exists in particular schools.

For example, the recent deletion of butter and margarine from the school lunch program was based, in part, by the USDA was the fact that average amounts of vitamin A in school lunches was more than adequate, yet the studies that are cited by USDA showed that the average vitamin A content of the lunches was 2,100 international units which above their goal of one-third of the RDA, which would be 1,500 international units.

So from basing their recommendations on averages, it would seem to me that the schools were getting enough vitamin A. However, when you go back into the data and look at the ranges of intake of vitamin A, you find that some schools were consuming as low as 380 international units of vitamin A and as high as 10,300 international units.

When you go back and look at the numbers that were below their goal, one-third of the RDA, or 1,500, you found that one-third of the schools were below the goal of one-third of the RDA for vitamin A.

So it would seem to raise some question as to whether it is proper to use strictly an average, and not look at other data, such as a range or a median. It seems to me more prudent to investigate some of the specific detail as to why the range was so large, and what caused certain schools to be very low in vitamin A.

It is particularly interesting, I think, that with this kind of a range, and with one-third of the schools below the RDA that the USDA could use as a justification for eliminating butter and margarine that there was no substantial effect of this change on the vitamin A content of the lunches.

We think that if there is a critical situation, that anything that would contribute to the vitamin A content of the diet, such as fortified butter and margarine, would be an important ingredient, and so that we feel that that is a very weak argument to base a decision on a situation where one-third of the schools are not meeting the RDA.

The third recommendation we would like to present is that in terms of long-range planning there is a need to define the extent to which fabricated products will be allowed to replace traditional foods, both singly in the diet, and cumulatively.

The policy concerning the use of these products in the child nutrition programs should be based on a thorough evaluation of the biological values in the spectrum of nutrients.

Over the years, we have seen introduced in these programs a number of fabricated products as alternate foods. We have the enriched macaroni products with fortified protein, textured vegetable protein, cheese alternate products, and more recently, the proposed formulated, fortified milk-based product.

I guess one has to ask the question, To what extent will USDA allow these kinds of products with or without nutritional specifications to be in the programs?

It is kind of a patchwork on their programs, I think, is to set little fires here and there to allow this product and to allow that prodduct, but of concern to us, is what impact do these products have on the nutritional integrity of the program to which they are introduced.

and cumulatively, when you consider them all, to the total nutritional integrity of the child nutrition program.

I think this is exactly the kind of question that Dr. Briggs just asked, where are they going, to what extent are these products going to be allowed. We are concerned that they have gone too far already, that the nutrients that are in these products are not the same as the nutrients that have been supplied by the traditional foods that they are replacing.

I think we need much more research to define both the extent and the availability of these nutrients Just because there is iron added does not mean that the body will utilize all of that iron It depends on the form and the other nutrients that relate to iron and how these are put in the product.

So we must be very concerned about the nutritional profile, the nutrient interactions, and the bioavailability of the nutrients that are in these alternate foods.

And lastly, we must be concerned about the effect that these alternate foods have on the eating habits of the children. One of the important aspects of these programs is to teach good eating habits, and to teach them to eat nutritious foods, and if we are going to encourage them, through these programs, to eat foods which we do not feel are wise choices from a nutritional standpoint, or we do not feel contribute adequately to a good nutrient dense approach to nutrition, I think we should be very concerned in the direction that we are going, and I think that USDA should come forth with a policy as to the extent of these foods and their nature, from a nutritional standpoint and what impact they do have on the child nutrition programs.

The fourth recommendation is really related to the one I have just been talking about. We feel that nutrition research should be an integral component of the overall assessment of the child nutrition programs. We feel that research is needed to evaluate the nutritional quality of the meal patterns and also to evaluate the new foods that are being introduced, or those that are being used to replace the traditional foods.

We think that research also is needed to objectively evaluate conditions which may have an impact on the consumption of certain food items being provided in the child nutrition programs.

Now, I just mentioned that we feel that this research is important to look at the bioavailability and the interactions and how these products fill the nutritional shoes of the foods which they purport to replace, but I think what we need here is research must go hand in hand with technological development, and we should not be experimenting with our children with new products that have not been adequately tested in the laboratories, even with animals and hopefully, even further, with humans.

And I think we are getting the cart before the horse. We are introducing the products because they taste good and they may be cheaper, but we really do not know what the nutritional quality of some of them are, and I think we ought to know much more about this before we become too permissive with regards to these products, and also what effect they may have on health and well-being.

Some of the products may very well be high in sugar or high in phosphorus or high in certain nutrients of which we already have excessive amounts in the diet, and we should assess the nutritional and health impact that these new foods have on our well-being.

The fifth recommendation I would like to present is that the type A pattern, we feel, continues to remain the most viable method to date for planning nutritious lunches, and we think that it should continue to be used as a basis for meal planning, and I think that the only thing I can say here is that many years of experience have taught us that the type A lunch pattern shows that in general this pattern has enough flexibility to adapt to both student preferences and that it does serve as a sound nutritional basis for the child-feeding programs, and I know that USDA has been concerned about investigating alternate ways to devise a scheme for the child nutrition programs. We are very happy with the schematic that we have now. We think that it serves an educational purpose; we feel it is well-based from a nutritional standpoint and that there is no need to explore new ways at the present time.

And we recommend that it continue to be used by USDA.

The last point is that, really, supporting Dr. Briggs, is that nutrition education should be utilized to work hand in hand with the child nutrition programs to develop sound eating habits. Comprehensive nutrition education programs should be used and developed for teacher-training institutions and in elementary and secondary schools as well as in the training of medical and paramedical personnel, and the National Dairy Council stands ready, in their comprehensive nutrition education programs to work cooperatively with the USDA in any way possible to develop these kinds of programs, and I would hope that as the feeding programs are strengthened and are expanded, that they would give greater attention to using the school lunchroom as a laboratory as a nutritional experience for teaching children sound eating habits, and we would welcome the opportunity to work with them.

Chairman PERKINS. Thank you very much, Dr. Speckmann.

Now, we will hear from Patrick B. Healy, secretary of the National Milk Producers Federation.

Go ahead, Mr. Healy. Without objection, your prepared statement will be inserted in the record.

[The statement referred to follows:]

PREPARED STATEMENT OF PATRICK B. HEALY, SECRETARY, NATIONAL MILK PRODUCERS FEDERATION

Mr. Chairman, I am Patrick B. Healy, Secretary of the National Milk Producers Federation. The Federation represents the American dairy farmer marketing milk through his cooperative. Our membership is comprised of dairy cooperatives doing business in every state of the nation.

The National Milk Producers Federation has supported the Child Nutrition Programs since their inception. These programs have been designed by Congress to provide improved nutrition for American school children as an element of a national policy. We have supported the expansion and growth as well as needed funding for the National School Lunch Program as well as the Breakfast; Summer Feeding; and Women, Infants and Children Programs. We are particularly proud of our role in the development of the Special Milk Program to provide school children a half-pint of milk at reduced prices to encourage their consumption of this nutritious food.

We welcome this opportunity to testify before this Committee. Oversight hearings are an essential element of the legislative process. With your guidance, the

Child Nutrition Programs will continue to serve the nutritional needs of our children at the high standards which reflect the bounty and quality of American agricultural production.

I wish at this time to associate myself and the Federation with the remarks of Dr. Elwood Speckmann of the National Dairy Council. NDC's programs in nutritional research, communications and education are of great value to the development of understanding of human nutrition and to the dissemination of this knowledge to the American public, particularly school children.

Our primary concern centers around the apparent devaluation of the nutritional integrity of the child nutrition programs. The U.S. Department of Agriculture has taken several steps over the past few years to replace whole, traditional foods with highly processed fabricated products in the name of convenience and economy. Meat and cheese alternates are now permitted in the School Lunch Program. Butter has been deleted as a required component of the Type A lunch. Just yesterday comments were due on the Food and Nutrition Service's latest proposal—to substitute a fabricated formula for the present wholesome two-part Summer Feeding Program snack which consists of a serving of milk, juice, fruit or vegetable, and a serving of bread or equivalent. The proposed formulated snack was purported to be a "fortified milk-based product," but a close look at the specifications reveals that this terminology misconstrued the makeup of the product. The proposed formula is not necessarily milk-based. Whey or sodium caseinate blended with plant protein and lipid sources are not milk-based products but are test-tube mixtures resulting in imitation products trespassing upon the public trust of the good name of milk as a wholesome natural food.

We understand that this proposed formulated snack costs about 40 cents to 50 cents a serving. Certainly this is an exorbitant price to pay when one considers the nutritional superiority of milk at about ten cents a half pint. We fail to see the advantage of this highly-processed product. Newspaper reports indicate that even the manufacturer does not recommend serving the product more than once or twice a week.

The summer feeding proposal is just one more step toward the erosion of the traditional quality of these programs. I am not a nutritionist—but it is clear that it just doesn't make good sense to substitute chemicals for wholesome foods. Fabricated foods must not be mistaken as equivalent to traditional foods. Man's knowledge does not equal the complexity of the human body and its metabolic process. As Dr. Speckmann testified, meal plans comprised of a quantitative fabricated food program based on the Recommended Dietary Allowances will not necessarily provide the approximately 50 nutrients known to be required by humans. USDA appears to be basing much of its formulated meal specifications on protein equivalency scales and a few isolated essentials of human nutrition. We consider such formulated food programs to be uncontrolled experiments on children at critical stages of their development. It is unconscionable to mix and chill chemicals that taste good to feed to underprivileged children. We cannot base good nutrition on taste. Eating is instinctual, but good nutrition is a learned experience. Dr. E. Neige Todhunter of the School of Medicine of Vanderbilt University writes:

> "There are many myths and misconceptions about food. One of these is that man has an instinct that guides him to choose the foods he needs to maintain his health. If this were true, there would never have been any deficiency diseases such as scurvy and beriberi and pellagra. Man has not such instinct; nor is there any clear evidence from laboratory experiments with animals that they have such an instinct. Choice of food is a learned experience."

There are two major objectives of the Child Nutrition Programs. One is to provide children with meals which will contribute to their sound physical and emotional development. The other major objective is to provide meals which will serve as examples for choices children will make throughout their lives to maintain their physical and emotional well-being. vitamin injected cakes, fortified chocolate shakes, and orange flavored sugary whey drinks are not wholesome foods from which young people can learn good values. How can children identify the nutritional value of a product manufactured to imitate fun foods?

Children are bombarded with empty calorie foods. They need guidance to assure that they receive the optimal nutritional value of the foods they consume. An important step toward optimal nutrition is for USDA to establish nutritional goals for the Child Nutrition programs. Section 9 of the National

School Lunch Program mandates that USDA set standards for the program based on nutritional research. Current School Lunch goals are based on out-of-date RDA specifications. USDA has not established goals for the other child nutrition programs.

The Ten-State Nutrition survey conducted by the Department of Health Education and Welfare Health Services and Mental Administration documented the nutritional contribution of School Lunches to the total daily nutritional intake of all ethnic groups. The study's conclusion is that the School Lunch provides from 30-50% of needy children's daily food intake and 20-40% of that of high income children is shocking evidence of just how important a school lunch is. Updated nutritional goals for this program will further ensure that every opportunity is taken to make the child's noon meal optimally contribute to his diet.

We support the establishment and maintenance of goals for these programs which will reflect the sophistication of man's knowledge of human nutrition be established. We furthermore urge that such goals specifically reflect the bioavailability of nutrients offered. We feel assured that such standards and goals would serve to stay the flood of highly processed foods in the Child Nutrition Programs. To this end, we support expanded federal funding of research of human nutrition to expand our understanding of human food needs.

We are also concerned about the discussion of possible alternatives to the Type A lunch pattern. Even some of the recent changes in the current program are disconcerting. The recent elimination of butter as a required meal component was justified by USDA in large part by the declaration that there was "too much fat" in the children's diets. Because there are no fat standards in the program, we were unable to evaluate this claim objectively. Subsequently, we learned at the April meeting of the National Advisory Council on Child Nutrition that potato chips would be considered for acceptability as a vegetable component in the pattern. How will USDA justify this food of such high fat content?

"Choice" is a term increasingly used in discussions of the Type A pattern. Yet when USDA expanded the definition of milk to include lowfat, skim, buttermilk, and flavored milk products, we understand some schools took advantage of this flexibility by offering only lowfat milk to students. What was touted as "reducing fats to students" was in actuality an economy measure. Skim milk may be more economical—but it contributes nothing to nutrition if students won't drink it.

Is this the unspoken plan—to offer foods which are unappetizing, then permit students to not choose them, all in the name of economy? Previous witnesses have cited many incidences of preplated foods which do not appeal to students and lunchrooms which are overcrowded, understaffed, and are generally unpleasant. Children are refusing to eat because of the conditions they are forced to endure.

The National Milk Producers Federation supports maintenance of the Type A lunch pattern, federal funding and encouragement of improved school cafeteria facilities, and federal promotion of on-site food preparation in an effort to reduce plate waste of foods. This nation has a responsibility to serve nutritious, wholesome, appetizing foods to our children in an environment and time span conducive to a pleasant meal. As an extension of the lunchroom experience, we support nutrition education programs to develop sound eating habits by children. We endorse Dairy Council's recommendation for the development of comprehensive nutrition education programs in teacher-training institutions and in elementary and secondary schools.

We were pleased to hear several witnesses representing local school districts support the commodity distribution program at earlier hearings. The School Lunch began with the support of the agricultural community. Commodity distribution to schools serves as a healthy outlet for Commodity Credit Corporation stocks and in turn provides economical basic wholesome foodstuffs for the Child Nutrition Programs.

My final concern centers on the Administration's funding philosophy of these programs. We are wary of the block grant proposals continually presented to Congress. The success of the Child Nutrition Programs has been due, in large part, to federal guidance regarding meal standards and administration of the programs. The block grant would constitute a drop in total funding levels and probable elimination of some programs in many states.

Funding for the block grant proposal is based on numbers of needy children. It might initially appear to be sound logic for the federal government to support only needy children. However, if meal prices rise for the average student, large numbers of children will stop participating in the programs. The resulting costs of providing meals to the needy only will skyrocket. Poor nutrition is not confined to the needy. Undernutrition exists at all levels in spite of financial standing.

As I previously stated HEW's 10 state survey indicated that the School Lunch Program alone can provide up to 40% of the daily nutritional intake of high income children. State and local governments may not be able to carry the burden of continuing to effectively support the array of child feeding programs. Therefore, we cannot support this experiment with these programs essential to so many children's diets.

Additionally, there have been repeated attempts to delete the Special Milk Program funding from the budget. The Special Milk Program provides free and reduced-priced milk to children at periods other than breakfast or lunch to tide them over to the next meal and supplement their diet. Special Milk also offers a second half-pint of milk to hungry children in addition to that served with a meal. More importantly, Special Milk provides economical milk to children who prefer to carry a bagged lunch from home. Administration proposals to eliminate this program in all schools except those which do not offer food service is a discrimination against children who choose not to eat the prepared meal.

In summary, we are deeply concerned about the debasement of the nutritional integrity of the Child Nutrition Programs by the encroachment of highly processed, fabricated foods in the programs. We view proposed changes to the Type A pattern with great concern and suggest USDA establish nutritional goods for the Child Nutrition Programs reflecting the latest knowledge of bioavailability of nutrients. We support expanded nutrition education efforts and additional human nutrition research in an effort to provide children with the finest meals available. To this end, we support efforts to enhance the appeal of wholesome foods presented to children in an atmosphere conducive to their enjoyment of the meal in an effort to extend the learning experience of mealtime as well as reduce platewaste.

STATEMENT OF PATRICK B. HEALY, SECRETARY, NATIONAL MILK PRODUCERS FEDERATION

Mr. HEALY. Thank you, Mr. Chairman.

I want to comment very briefly on two or three areas of deep concern to me and to the dairy farmers of this country, whom I represent.

First, I would like to commend you and your committee for these oversight hearings. I think they are a very, very important part of the legislative process. Heretofore, Congress has been willing to pass laws, pass them on to the Executive, and allow them to be administered in any fashion that any group of bureaucrats chose.

Here, recently, the Congress—both your committee and others—have started this oversight process which, in effect, grabs these programs back and looks at them to see if they are being administered in the fashion that Congress intended when they passed the laws.

I think that is extremely important, not only in the area of child nutrition, but throughout the whole statutory spectrum.

We have an excellent case in point here with the child nutrition program. I have been associated with it for 25 years and have watched it very closely.

It has two or three things that I think are of extreme importance. First of all, the nutritional aspect to which Dr. Briggs and Dr. Speckmann have addressed themselves. Very important.

The educational aspect. I think Dr. Briggs spoke to the point that people eat and do things all their lives as they learn to do them when they are children, so one of the extremely important things in this whole program, all the way from the school milk program to the school lunch program, the whole thing is to teach children good eating habits so they will be happy, healthy adults.

The third purpose of this whole gamut of programs is economic. Part of it, I have a very highly proprietary interest in, the school milk program, which is constantly being tampered with.

I know in 1954, Mr. Andresen, Mr. Quie's predecessor and I, sat in his office and developed that program. Its early reason was neither education nor nutrition, but economic. We were producing milk far beyond what we were selling.

The basic idea beyond that thing was to find a usable, a creditable use, to which this reserve milk could be put, and we jointly developed this idea of putting it in the stomachs of children where it can do some good.

So let us not, as we look at what is happening to these programs, overlook the economic impact of their change, because it is vital. We have taught our agricultural economy to produce about 8 percent of its milk for its program, a substantial quantity of milk, 10 billion pounds of milk.

Today, the Department of Agriculture is buying at the rate of about 200 million pounds of milk powder. If we allow chemicals to replace this food, they will buy more.

This relates not only to the child nutrition program, but to this whole standard for food. I am not a nutritionist and cannot speak to it as these eminent men can, but Food and Drug, for example, is currently ready to promulgate the new standard for ice cream in which they are going to allow the substitution of imported sodium casinate for the milk powder that is now used in ice cream.

This is a 400 million pound market for the American dairy farmer. We are attempting to have it stopped. I do not know whether we can. These people of Food and Drug are of such vast power that they must only do what they choose.

I think that it is vitally important that we maintain the integrity of these programs so that they can meet their three primary goals: nutrition, education, and the provision of a partial economic base to the food programs of this country, and one other thing, of course, I would like to associate myself with what Dr. Briggs has told you and what Dr. Speckman has told you.

I know of their reputation. This is the reason that we asked them to come and present their views to you.

Dr. Briggs is eminent in his field. Dr. Speckmann works in the schools through units across this country every day teaching good nutrition, and hopefully, Mr. Chairman, you will be guided by what they say.

Chairman PERKINS. Let me say, Mr. Healy, that there are no better supporters of the milk program in the Congress than Congressman Quie and myself.

Mr. HEALY. That is why we are so happy to come here and talk to you about it.

Chairman PERKINS. When I came here to Washington I never could find any pure buttermilk. I must have tried a dozen different dairies, because I had milked my own cow up to that time. If I was away, somebody else milked that cow, because I have always liked fresh milk.

I keep a milk cow on my farm presently, and I intend to do it the rest of my life, if it is the Lord's will and I am able to do it, and I feel that I know the value of the fresh milk, and I personally feel that there is no substitute for pure milk, wholesome milk, from the standpoint of a nutritious meal.

But let me address first a question to Dr. Briggs.

You mentioned the Massachusetts study which found that 24 percent of children came to school with an inadequate breakfast and 13 percent ate no breakfast at all.

Were these poor children, or were they a cross section of classes? If they were a cross section, are there statistics showing poor children in a worse condition?

As regards lunch, this same study found 41 percent of the children ate a poor lunch and 6 percent had no lunch, but the study also found that 75 percent of the children participating in the Federal lunch program ate a nutritional lunch.

I am glad to see that the lunch program is doing well. I also see the need from these statistics to expand it.

But could you tell me why only three-fourths of the lunch program children get adequate lunches? Why not 100 percent?

Dr. BRIGGS. I hope Dr. Speckmann might answer this. He is more familiar with the study than I am, but first, there is a relationship between economic status of the family and their nutritional pattern, which does not mean at all that if you are at a high social class you eat well, but there are different kinds of problems.

Also, there is certainly a difference from one part of the country to another. Boston's problems would probably be different from Chicago's, would be different from Miami, Fla., and Texas and California, and so on. There are many regional kinds of differences.

I think the people who—the 75-percent figure probably reflects that these people were not able to get all their nutrients in what they ate than wasted in the school program. And Dr. Speckmann might wish to comment on that further, if he may.

Dr. SPECKMANN. Well, my concern, I think, is to ask the question why—just what you did—why didn't they get 100 percent?

Chairman PERKINS. Yes.

Dr. SPECKMANN. Now, to me it means that either they are not eating the food that is presented to them—which would suggest that it is not prepared in an acceptable fashion—or they are not having enough time to eat the food, or they are just plain leaving some of it.

It is presented to them in a form which meets the nutritional standards set forth by USDA, but for some reason they are leaving a plate waste.

Now, the question is—I am not so sure that we know, and I do not think USDA—at least, I have not seen any data published by USDA—as to the rationale behind why they are leaving this food.

I think they have attempted to make some changes in the program recently. For example, the recent regulations which allow high school students to choose three out of the five components out of the type A lunch pattern, and the purpose of that was to minimize plate waste.

Well, I am not so sure or it will not, but what it does do is it undermines the nutritional integrity of the program, because you need the five components to obtain one-third of the RDA's, and if you can only pick three of them, depending on which three you pick, you are going to affect the nutritional integrity of these programs.

So my concern is that the attempts that are being made to minimize plate waste are not necessarily based on good research as to what is causing the plate waste, and I think that they should look into ways in which the foods are prepared, the flexibility of the programs; in other words, are they allowing foods which perhaps are ethnically acceptable to particular areas of the country, and look at how this food is handled.

I think that is an important aspect that I am not aware of anything that is being done along that line.

Chairman PERKINS. Let me ask you a question.

We have heard that many schools are now requesting skim milk instead of whole milk. Some people are asserting that skim milk is more beneficial to children because it has less calories. Can you tell us if skim milk is less nutritious? How do you feel on that subject?

Dr. SPECKMANN. Less nutritious?

Chairman PERKINS. Yes.

Dr. SPECKMANN. Well, it has less calories, and in terms of nutrients per calorie, it probably has more nutrients per calorie.

However, our concern is, or our attitude on the matter, is that I think USDA has done a good thing by allowing a choice of a variety of milk products. You can have either whole milk, low fats, skim or flavored, that would hopefully improve the acceptance or reduce the plate waste for the milk, and milk is the least wasted component——

Chairman PERKINS. It depends upon the individual to some degree whether they need those extra calories, or if they do need less calories.

Dr. SPECKMANN. Well, it really gets to the total diet. I think it is difficult to pick apart one food. I think you have to look at the total energy intake that the child is using.

Children generally have a very high energy demand and need extra calories in the diet, and I think that in the younger years, in the school years when they are more active, we should insure that they get sufficient calories. We should also insure that they do not get too many calories.

Chairman PERKINS. While we are on this milk subject, to what extent has the Food and Drug Administration improved substitutes for milk thus far which are less nutritious and, to my way of thinking, are unacceptable insofar as a type A lunch is concerned as we have tried to hold fast to and establish throughout the years?

Dr. SPECKMANN. Well, one aspect that I am familiar with is that in the recent nutrition labeling regulations, the FDA has defined application of the term "imitation" as applied to foods, and how best to describe this—the nutrition labeling is set up on the basis of USRDA's established by the Food and Drug Administration, and the labeling is expressed as a percentage of those USRDA's, and that what they have said in terms of application of the term "imitation" is that if a food purports to imitate and replace, or resemble, another food, that if it has the same amounts of the nutrients that are in the food that it replaces in the amount of 2 percent or more of the RDA, then from FDA's standpoint, these products are nutritionally interchangeable.

That is FDA's view. I do not agree with that, because they have set up a standard, a quantitative standard based on only a few nutrients.

They have done no qualitative evaluation to determine if the nutrients as assembled in the "imitation product" were assembled in the manner which they described that they would yield the same nutritional value.

I think there needs to be some biological evaluation, and that is what I was trying to stress. In these fabricated products, you have to go beyond the quantitative estimate of saying you just need this amount, this amount, this amount. You need to broaden the variety of nutrients that you acquire, but you also have to stress that there has to be some biological evaluation. You have to know that the nutrients handled, and the way they are put together in this new product, are assimilated in the same manner by the body and serve the same function, and to date, I have not seen any requirements or any evidence which would support the fact that these products are interchangeable nutritionally.

They may be nutritious in their own right, but whether they are nutritional replacements or are nutritionally interchangeable is a matter of concern to us, and I think that as we get into our diets which have more and more of what I call the fabricated foods, which have only in them the nutrients to which you have added, somewhere down the path you are going to come up short with the other nutrients.

It has been a traditional concept in the school lunch pattern, for example, that when you base your program on traditional foods and say we are going to use these leader nutrients, say the seven nutrients, by using traditional foods, it is generally assumed that the other nutrients will also be provided in the amounts that are required for human health, and I think that is a good philosophy.

The problem is when you get away from this concept and start to introduce foods which only have specific nutrients but not any of the others which you assume are there, the assumption no longer is valid, and somewhere along the line you are going to come up short, that the nutrients you felt are going to be there are no longer there, and I think that my concern today is to start to draw some lines on where we are going.

Dr. BRIGGS. I would like to comment on the nutritional aspects.

I do not consider skim milk nutritionally equal to whole milk or 2 percent milk which is about halfway in between, for this reason. The skim milk no longer has the fat, and some people have taken skim milk thinking it was nutritionally superior or equal to whole milk and fed them to small children and a deficiency, an actual dermatitis, a fatty acid deficiency of linalaic acid was produced in these children.

That was when it was about the sole food and there was not another source of this. But we would not say it was nutritionally equivalent.

Then, of course, one could become vitamin D deficient if the milk were not fortified by vitamin D, and I support fortification of skim milk with vitamin D and vitamin A and it is about nutritionally equal in a mixed diet for older children who are getting other things.

As far as the calories, we always recommend that children get their calories in the traditional wholesome foods by and large, and not try to get 40 or 50 percent of their calories from the so-called empty calorie kinds of food, the candies and the soft drinks and rich desserts and so on and so on, because it does not carry along the other nutrients.

So I do not place skim milk in the same category as whole milk or 2-percent milk myself. Also, it is a known fact for most people it is not quite as palatable as the milk with some fat in it.

Chairman PERKINS. Would you care to comment?

Mr. HEALY. Well, I think the only comment I would like to make, while it may be apparent that there is some difference here in what Dr. Speckmann and Dr. Briggs have said on this subject, there is no difference.

I think that Dr. Speckmann said was that there was more nutrition per calorie in skim milk, and Dr. Briggs, I think, enlarged upon that by saying, but totally it is not as nutritious.

I do not think there is an argument there.

Chairman PERKINS. To what extent has the Department of Agriculture interfered with the—let me use the terminology the solid milk program, the milk without a substitute, thus far?

Mr. HEALY. Well, they have attempted to interfere, Mr. Chairman, much more so than they have been allowed to interfere.

The budget that they sent to the Congress for the last—since about 1963, for example, has contained no provision for the school milk program.

Chairman PERKINS. Of course, we have always taken care of that in the Congress.

Mr. HEALY. You have always acted to provide additional funds each year so the program could be expanded and reached.

Chairman PERKINS. The Agriculture Committee has so provided and we have so provided from this committee.

Mr. HEALY. They have introduced these so-called choices. I attended a meeting in the Department not too long ago where some little fat man from Long Island was trying to sell them a so-called milk shake mix which was one of these made things that Dr. Speckman has been talking about. He had it sold, we beat it down.

I think the whole thrust, not only of the Department of Agriculture, but in the Food and Drug Administration also, in its work on standards and labelling, is moving toward this nutritional equivalency test: does it have these things that these two men have been talking to you about, and if it does then it is as good, and can be substituted for.

And I can speak much more openly about this, because I know least about it, but I just do not believe it. And I do not think, as Dr. Briggs has emphasized here this morning that we should try these fads and try these schemes. Many of them have their root in some manufacturer trying to make a buck, that we should try them out on these kids that are captive and have no choice. I do not think we should allow it to happen.

Chairman PERKINS. Well, I agree wholeheartedly with you. I just do not think there is any substitute for whole milk. I think it would be a mistake if the Food and Drug Administration was to try to approve something allegedly on the grounds that it is comparable, nutritionwise, with whole milk.

Mr. HEALY. Or you know, green beans, or ground beef, either, because I am sure they are moving into those areas.

Chairman PERKINS. I know they are.

Mr. HEALY. And we are going to teach a generation of children to eat a maze of nothing and take a pill and be happy.

Chairman Perkins. Well, I would hate to see that day come about, myself. That is one reason for these oversight hearings here, and I am so thankful that Dr. Briggs from the University of California has seen fit to come in here this morning with you gentlemen, and make this outstanding statement.

Mr. Radcliffe, go ahead.

Mr. Radcliffe. Dr. Speckmann, you are talking about your concern about preserving the nutritional integrity of the class A lunch, and relating that to the element of choice at the senior high school level.

I guess all of us would hope that through student participation in the choice of foods and through offering greater choice that every student would find five component items that they actually wanted and would consume. But I wonder if the student is given no choice, if they are given food they are not going to consume and it ends up in the garbage can at the end of the line, how in the world that preserves nutritional integrity?

It may preserve the nutritional integrity of the lunch served, but I assume that is not what all of us are concerned about, and I wonder if there is not some other way to approach this problem that the committee was trying to deal with in adopting that amendment.

I know in my own home with my 6-year-old, that there are certain foods that she simply will not eat. She would sit there all night at the dinner table and adamantly refuse to touch them—in fact, she won't even eat other foods that those foods have touched.

So, you know, we are concerned about the nutritional integrity of the meals at home, too, and we have that problem, and I would only say that the committee was trying to address what they perceived to be a serious problem of plate waste, and I wondered if you would have any further comment on that.

Dr. Speckmann. Well, I agree with you. To tell children just to eat something because it is good for you and to have this end up in the garbage can certainly is not meeting the nutritional goals.

My concern, I think, is that USDA has gone about it the wrong way. I think the key to resolving this problem is nutrition education. I think you have to work with children to get them to appreciate the value of the foods that are being offered in terms of their own health, make it meaningful to them and present it in a way that is consistent with their lifestyles, and if you can do that, and if you can provide the alternatives, for example, if they do not like green beans, provide them alternatives within the program that they can choose from that they like that would impart the same nutritional value that you hope that the green beans are providing.

To me, to provide a choice where they can only choose three means you are going to come up short two-fifths of the time, and my concern is that I think that is not the way to approach plate waste.

Mr. Radcliffe. Well, of course, the regulations in this instance do reflect a change in the law initiated by this committee and made by the Congress. Would it be possible in most schools for them to offer more items? I assume that vegetables are the principal foods that are wasted. Could they offer perhaps green beans and two or three other vegetables in lesser quantities, so that in some mix the children coming through the line would be encouraged to pick those that they like?

Dr. SPECKMANN. I would hope so, and I would hope that they would look further into why the plate waste was occurring. Is it because they do not like the green beans, per se, or is it because they do not like the way the green beans are prepared?

If they are of Mexican origin and they do not normally eat green beans, there are other alternatives that can be provided that can be consistent with their lifestyle, and I think that this is the direction that USDA should go with resolving the plate waste problem.

Mr. RADCLIFFE. In conclusion—it is not really a question, but it does occur to me, that when you talk about plate waste, that is not unique to school lunch. We encounter a lot of that at home.

Dr. SPECKMANN. But you hopefully at home provide alternatives for your children to eat——

Mr. RADCLIFFE. Yes, we try to.

Dr. SPECKMANN [continuing]. Which I am not sure is happening in the school situation.

Mr. RADCLIFFE. Right. Thank you, Doctor.

Chairman PERKINS. Mr. Quie will now interrogate the witnesses. You go ahead, Al, and I'll take care of another meeting.

Let me thank all of you gentlemen. You made a wonderful appearance, and we want to thank you. We will be calling on you again some time in the future.

Mr. QUIE. Thank you, Mr. Chairman.

It is good to have you gentlemen here. Pat knows of my keen interest in this program, especially the dairy side of it. I frankly admit I am biased because I spent all of my life as a dairy farmer except for a couple of years flying in the Navy and I continue to have my dairy farm.

I don't try to hide that at all. I still think it is nature's most perfect food, and my wife still knows it is a sin to eat anything but butter. We were brought up right in that regard.

One of the things, though, that bothers me, is that I hear testimony that indicates that children cannot balance their own diet like hogs can. You can put the various nutrient parts in a hog pen and the hog will balance its food. Human beings are pretty intelligent, but we did not evidently inherit that capability like some animals can. Parents have not given their children the best diets, as you have indicated from your testimony, even the affluent parents have not given perfect nutrition to their children. If the school does not have sense enough and the State does not have sense enough and we have a lot of criticism about the Department of Agriculture, the way they are going about it, who has brains enough?

Mr. HEALY. Let me take a whack at it, because as you know, Mr. Quie, I am an eminent nutritionist.

Mr. QUIE. I notice that you commented on that in your testimony.

Mr. HEALY. But I think the burden of what these two eminent nutritionists have told the committee this morning is that nobody has brains enough, nobody knows how to build a perfect diet in a test tube for a person, so until we do know, let us stick as close as we can to the natural foods which have nurtured the human race, that our body has, over the centuries and millenniums become accustomed to this food and to the nutrients that are found in it, and to the extent that the body requires all of these little trace elements, and until we do have sense enough, and until we do know better as a result of intensified critical research that we do not depart from it, particularly using these kids in the schools as guinea pigs to try it.

I think that is what has been said. Nobody knows.

Now we will let the nutritionists answer.

Dr. BRIGGS. I support his answer, but I will go into it in a little more detail, because this has been my field since 1939 when I started out at the University of Wisconsin—what nutrients does a mammalian organism need, what amount, and are there still unidentified nurtients?

And we do know enough nutrition today to be able to make what is called an elemental diet, which is used in hospitals, used in surgery, it is used as an injection food, it is used as a food—one that goes into the stomach when somebody cannot use his mouth, and so on.

These will support growth for many months at a time. They contain all these 43 nutrients in pure form, or some impure form, 40, 50, whatever it might happen to be today.

My point on this, to support what he has said, as these are used for long, long periods, it is obvious, and experimental evidence shows that the lacking nutrient begins to show up and—for instance, in the last few years, we have had deficiencies first in zinc, because they were not putting this into these nutrient mixtures, and a dermatitis over the face and bodies—resulted in humans getting these kinds of things.

So they add zinc and they have all the vitamins. Now, the next deficiency is going to be silanium, because that is a very vital component of a nutrient mixture. A human needs silanium to make certain enzymes. But these cannot be added by law to these mixtures, so in the long run, they eventually are going to come down to a silanium deficiency and then a chromium deficiency, as he mentioned, and then a number of trace elements which we just do not know enough about, which we know are needed by the mammalian organism, but which we get in the traditional way by getting natural kinds of foodstuffs processed, whatever necessary, to make them available for a long time, years period in our country.

I happen to be, in my major research, feeding a mixture of all the known nutrients to small baby guinea pigs. I would not dare do this with children, because in our guinea pigs—they die. They get infections. They do not grow as well until we add back what we call an unidentified plant factor. It happens to be a factor found in plant material, grains, alfalfa, it is associated with fiber. But whatever it is, we do not know what it is yet, and we have been working on its isolation. and so I just say, that no one has the brains yet to tell us what a child needs for long periods of time, and I think that it is a sin to try to use a schoolchild as an experimental animal, which is done when we use large amounts of formulated kinds of products.

I think it would be a national disaster if we, in 3 years' time, show that we have been producing silanium deficiencies in our schoolchildren, or what have you, because we tried to use these products that industry has produced.

Mr. QUIE. You mentioned the problem of the fabricated foods. It is also true that natural foods can be deficient especially where they are grown on deficient soil. They are going to be deficient foods in that instance. There can also be some outer source of some harm. To use milk as an example, when there was a great deal of strontium-90 in the air, there was a premium paid in the milk market in which I sold my milk, if you kept your cows indoors, because they would not have the fallout of strontium-90.

And so there are other problems with natural foods as well.

Dr. BRIGGS. Absolutely. The chances are less, though.

Mr. QUIE. There is less, much less.

Then, back again to my question on who has the brains. Do you think that it would be better to provide as much information and knowledge on nutrition? We are so much better now than we were 10 years ago. We were woefully ignorant 10 years ago. The reason I say that is because some people sat like you do here and said that the nutrition of the mother was not important to the birth of the child.

People in medical science said that. You know, I was astounded. I figured, even with the little I knew, I recognized that that was not true. Now it has come all the way to where nobody would dare say something like that. So, that is the kind of information and knowledge that people have gained.

But do you think that all we have to do is have some people who are regulators in the Department of Agriculture know this? Will they make certain that it turns out right nutrition, or do you think we ought to let the States know it, or do you think we ought to let the school people know it, or do you think we ought to have an education program for the parents as well?

Dr. Speckmann talked about the nutrition education for the children. But the children, at least through elementary and secondary schools, are not making the decisions on their feeding. It comes from the adults. The only decisions that children make are to turn their backs on what the adults have suggested they have and go and have a coke and a hotdog downtown with their money instead.

Could you address yourself to that? What I am driving at is that I do not think that there can be one center of knowledge in the USDA.

Dr. BRIGGS. I agree, and I will just answer and then turn it over to Dr. Speckmann.

You are certainly right, and the USDA needs to call on nutrition educators, dieticians, nutritional scientists in an advisory capacity far more than it has in the past, as HEW and the Department of Education must do. Nutrition educators need to be in on these kinds of decisions, and those who represent mothers and children and aged people, it is a very complex thing. We are not doing the job at all that we can do with the knowledge obtained, after all, in just recent years, and we are just not tooled up to that yet.

Dr. SPECKMANN. Well, I am afraid that 10 years hence we are going to look back at today and say, look at how inadequate we were with regard to our nutritional knowledge in 1976, and I guess that my concern here is that we always try to do the best we can with the knowledge available. I am still concerned about the unknown and to move in a direction that we are not sure of, particularly with children who are developing both mentally and physically, I become very concerned.

The USDA does have a Child Advisory Council, but at least in all of the published proceedings that I have read, it has not given very much attention to addressing themselves to the nutritional integrity of these programs and evaluating in some detail the direction in which they are going, and I think that has been the basis of my concern, is that much of what I have seen—and I am not as close to the workings of Washington and such, but what I have seen is that much of this has been at the initiative of the USDA to implement Public Law 105 or particular things that they feel they must go in a certain direction, and I am not so sure that some of their directions that they are going are consistent with the intent with which the law was written.

Now, getting back specifically to your question, I think we do need to be working with the children. I think as the children get older they do make more and more of their choices, particularly in the high school, so that is one aspect of their problem.

The second is to work with those who influence decisions, such as the medical profession. The medical profession has a very limited training in nutrition. I think that this is one key thing, to develop programs for medical and paramedical education in nutrition. We find, in our programs, that teachers are very reluctant to teach nutrition because they do not have a foundation in nutrition.

I think we need to develop nutrition education in the teacher training institutes. I guess what I am saying is to direct our attention to the influentials who influence eating habits and behavior, and we can identify those groups and work with those groups from a nutrition educational standpoint, and I think that will go a long way to encouraging people to eat correctly.

Mr. Quie. I feel strongly that the decisions are made by so many people through the whole gamut of our society that to limit it to one area to make the decisions on school lunches and hope that then we are going to have a well-fed populous is nonsense.

You indicated that, as I recall, about 30 to 50 percent of poor people's nutrient needs are met by the school feeding program. Of the nonpoor, as I recall, it was about 20 to 40 or about 30 to 40, and this was shocking. It does not seem shocking to me. I do not know whether you think it was too high, too low, or what you were driving at.

Mr. Healy. Well, really nothing, except just making the point that it is an important part of the child's nutrition, and therefore, particular attention must be given to maintaining its nutritional integrity.

Mr. Quie. Not that it should have been higher, but the fact that it is significant——

Mr. Healy. It is important, and therefore we must be careful with it.

Mr. Quie. Dr. Speckmann?

Dr. Speckmann. I would like to just add a note to that. I think there are some in the scientific community that have looked at that data and said, since the school lunch—this was the results of the 10-State survey—since the school lunch was serving such a high proportion of the nutrient intake of the needy children that perhaps the nutritional goals of programs in these areas should be higher than one-third of the RDA. Perhaps in areas of low income and needy children, perhaps USDA should strive to say that one-half of the RDA should be provided by the school lunch, so based on that kind of data, perhaps there should be different kinds of goals for different kinds of situations.

So it may be wise to look at—if this is the main or only meal that needy children are getting, maybe we should look to providing a greater proportion of the RDA's in those schools.

Mr. QUIE. I commend you for addressing yourself to the averages. Averages do not exactly indicate what each child is getting. That old business of the person who drowns in a river that averages 6 inches deep is about the same way.

Let me ask you Dr. Briggs, did you have an adequate diet when you were young.

Dr. BRIGGS. As I look back, I probably had a good diet, but I would have been 2 or 3 inches taller had I had a better diet.

I was raised on a semifarm situation, but we were—sugar and candy and soft drinks were not kept from us.

We came from a place where we did not have to work as hard as the generation before us, so the generation before us could probably get more calories because they worked harder.

I feel that I had a much better diet than children often do, but I probably did not know as a child the importance of vitamin D, which in those days we got from cod liver oil, and the importance of keeping the sugar out of my diet for better teeth and for reducing my empty calorie intake all the way around.

So my teeth are poor, and I think that I could have received a better diet on the basis of knowledge today.

Mr. QUIE. Does it make any difference, though, that you are 3 inches shorter than you might have been? It makes a difference if you have to pay for all that dental work, but does it make any other difference?

Dr. BRIGGS. I wish I had had the full growth of my genetic programing. It is an advantage to be tall in our society, but that is just a personal point.

My mother is still living, at age 91, and if she knew I said my diet was not perfect, she would be shocked. We did live where we raised our own fruits and vegetables and we had a cow, and we ate very well, but based on the present knowledge, I would have done differently.

Mr. QUIE. Let me ask the other two. Dr. Speckmann is younger than either of the other two.

Dr. SPECKMANN. Well, I cannot really say whether I had a nutritious diet or not. I think I am a living example that I had enough to do well.

I think a nutritious diet is manifest in quality of health and longevity, and I think hopefully I am going to be a living example of whether I did, in fact, have a nutritious diet.

I think as I age, I think the quality with which I age and the morbidity and mortality—my end point will be determined to a great extent—it is then difficult to look back and say, well, it was this or this, but I think it is evident that an adequate diet is manifested in health and longevity.

Mr. QUIE. Who made the decisions on your diet?

I assume Dr. Briggs is of the age where it was he and his parents. Who made the decisions on your diet?

Dr. SPECKMANN. Early in life? Well, undoubtedly, my parents. How much their physician—I do not think they saw physicians as frequently as we do today. I do not know how much influence, for example, the medical or dental profession had on my parents as perhaps they are having today on me as I influence my children, but I think parents, at least initially, until you reach a point where you want to embark on yourself, and I guess I have the same problem as Dr. Briggs. My dental health is not the best, and I can look back to childhood and say it was not a very good idea to have the empty calories that I had at that time, but they sure tasted good at that time, and left to my own, I would have sure chosen them myself.

I think my parents attempted to control them—they did not eliminate them, but they attempted to control them.

But if I had my life to live over, I guess I would have done it a little differently with what I know now.

Mr. Quie. Pat, any different story on you?

Mr. Healy. Well, I eat well, I eat a lot, and very happily. Personally, I do not know.

Mr. Quie. Well, it seems that for most of us, the USDA did not make the decisions on our diet. I have traced my parental ancestors back to 1520 and found that, except for two of them, they all lived to be over 80 years of age. My father is now 91, so it seems to me that all of them got along without USDA deciding what their diet ought to be. According to your testimony, until the present generation, they pretty much lived on natural foods. It also seems to me that looking at that place where my ancestors hailed from in Norway that they must have practiced some pretty good conservation methods, otherwise they wouldn't have anything left on those mountainsides to grow anything on. I would say the same thing for my grandfather and father who were here, were kind of ahead of their time on conservation and protecting the soil. What I have read, in the Southeastern part of the United States especially, but on the east coast you could say that there was a depletion of soil, an enormous depletion of soil that I think affected the young people, even when they were living on that natural food at that time. I wish that we had the capability that we do now to have done the studies beginning in the 1930's until the present time in the Southeastern part of the United States, because there was a little bit of looking done at the nutrition of people who lived there and then moved to an area of higher nutrition. They lived on natural food. Not only their stature, but how they progressed through school was affected. I believe that while you do not need a perfect diet in order to be as bright as you otherwise would have been, that it does have an enormous impact on the intellect of the person as well, on their ability of the brain to handle it.

You can tell by my thrust here that I do not think the center of knowledge is in USDA or in Washington. I think that parents, and the kids, and the schools and the States have a great ability to make the right decisions. I would like to see the information that you people developed made available to them and let them make their decisions.

Dr. Briggs. There is one point here, though. We must not forget that things have changed a lot as far as our schools are concerned. We are sending children to school by buses, from 40, 50—in California, up to 70 miles away, sometimes.

The school has this child in their hands from 7 in the morning until 4 or 5 in the afternoon, and that is not——

Mr. Quie. You are counting from the beginning of the bus ride? You are talking portal to portal?

Dr. Briggs. Portal to portal, and I am saying then that whoever is responsible for food in these school systems has more of a responsibility today than they did when we had the country schools and we walked to school and came home at noon, and so on.

So there is a difference there.

Dr. SPECKMANN. Well, I said earlier that I felt that there was a very strong relationship between the nutritional status of the child and his capability to learn. I think that students who came to school hungry are disruptive in the classroom. I think there is good evidence to show that they do not pay attention, they are listless, they are tired. They do not only not learn themselves, but they disrupt the learning of others, and I think that this has been well-documented and the reason why some of these programs have been initiated in the first place is to help the child get the maximum out of the education that he is being exposed to.

I think also that in today's situation the amount of time and the impact that the child is exposed to advertising messages from what I would call competitive foods—you know, they can only eat so much in the course of a day—but there is a large segment saying eat my product, or eat this food, many of which are basically empty calories, or of very limited nutritional value, and if you are going to get the nutrients into your child and not exceed your caloric limit, you have to try to guide him in terms of some wise choices.

But I think that today's television is really something that we really were not exposed to as a child. There are more counteracting influences that are asking for that child's attention. I think today's child has a little more money to spend, a little more money to spend on his own and is more likely to spend it on the things that he likes. I think these are some differences that are complementing what Dr. Briggs is saying.

We are just in a different situation, which becomes that much more imperative that we be very strong in the schools to set an example to teach them the direction to go, the kinds of food that they can rely on for good nutritional value.

There is nothing wrong with having some of these other foods, as long as you do not supplant the basic foods. If you eat what you need, then there is generally a little room, a little margin for good things. But when they start to go in the wrong direction, I think this is where the school has to be the central point, to bring them back and say, hey, this is the direction you should be going, and make it personal, so that they appreciate what their pattern is doing for them.

This is why I think that nutrition education is the real key that needs to be given greater attention in the child feeding programs, and I think that is going to be the key.

Dr. BRIGGS. Families too have responsibility, the mother and father, but in today's society, the mother is not trained, by and large, in this connection—nor the father. We have to go back to the school to start the cycle where the parents are trained, too, because it is so important in various stages of life to have good nutrition, but who is going to start——

Mr. QUIE. I recognize it is different now. Additionally you talk about, Dr. Speckman, the opportunities to buy all of these other competitive foods. I recall I only tasted what we called store-bought bread once before I went to high school.

Mr. HEALY. Mr. Quie, I would strongly recommend that this committee report these hearings so that those who are responsible for making these decisions which have a profound effect on what the child eats, become aware of the major concern of the nutritional community in what they are doing.

I think it is very important that the committee does not just learn this and know it and do nothing about it, that you do publish a report, that can be called to the attention of the people who are going to make the decision in the Department of Agriculture or in the Food and Drug Administration so that they will become aware of the nutritional community outside Washington, the grave concern they have for the direction that is being taken.

I think that is very important.

Mr. QUIE. The last comment I would make is to repeat what I said before, my feelings on block grants probably are not the same as yours are, but I do not think we need to worry about them, because I have observed while I have been in Congress that the only group that is more difficult to take subsidies from than poor people is to take them away from rich people.

Mr. HEALY. What, by the way, are your views on block grants?

Mr. QUIE. I think there is enough intelligence out there so they can use the money wisely, but we are not about to do it because the proposal of a block grant is to make sure it is used for the poor and the near poor, and the subsidy would not be there for the rich, and the rich are going to make sure they will continue to get the subsidy, so we will keep going with the program.

Thank you very much, we appreciate your testimony.

[Whereupon, at 10:50 a.m. the hearing was adjourned.]

OVERSIGHT HEARINGS ON THE SCHOOL LUNCH PROGRAM

THURSDAY, SEPTEMBER 30, 1976

House of Representatives,
Subcommittee on Elementary, Secondary
and Vocational Education of the
Committee on Education and Labor,
Washington, D.C.

The subcommittee met pursuant to notice at 9:05 a.m. in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Members present: Representatives Perkins, Lehman, Mottl, and Buchanan.

Staff present: John F. Jennings, majority counsel and Silvia Rodriguez, minority staff.

Chairman Perkins. The committee will come to order.

First, let me state that it is my pleasure to be a part of these oversight hearings for the school lunch program held by the Subcommittee on Elementary, Secondary and Vocational Education.

As chairman of the Committee on Education and Labor, naturally I am pleased that we have such outstanding men here. I do not know anyone who has been more diligent or persevering in trying to accomplish the passage of legislation that means so much to the disadvantaged, the deprived, and to improve the standard of living of the people that are in the greatest need than John Buchanan.

Mr. Buchanan has held that philosophy all the way through, since I have known him as a member of this committee. He has made great contributions in all of these areas, great contributions to educational programs and handicapped legislation, the summer feeding program—I could go on and on.

I am delighted that Mr. Buchanan is here to hear the witnesses today.

I would ask Mr. Buchanan if he would like to say anything.

Mr. Buchanan. Thank you, Mr. Chairman.

First, let me thank you for your most gracious remarks. It is a great privilege to serve under your leadership on the House Education and Labor Committee. I am very pleased this morning to present our distinguished witnesses from my State of Alabama, T. G. Smith, coordinator of child nutrition programs, Alabama State Department of Education; Dr. William Dodson, assistant superintendent for administration, Jefferson County Board of Education and Mrs. Lulu Childress, supervisor of city school food service, Birmingham Board of Education.

I am indeed proud of these leaders in my State.

Mr. Chairman, I ask unanimous consent to include in the record a brief, biographical sketch of each.

Chairman PERKINS. Without objection, it is agreed to.

You may proceed. We will have as our first witness Mr. T. G. Smith, coordinator, child nutrition programs, Alabama State Department of Education.

You may handle it any way you like, Mr. Smith.

[The biographical material referred to follows:]

BIOGRAPHICAL MATERIAL FOR WITNESSES FROM ALABAMA

Mr. T. G. Smith, coordinator of the Child Nutrition Programs for the Alabama State Department of Education, was born in 1928. He attended Albertville High School and Sneed Junior College and received a bachelor of science degree from Jacksonville State. His master's degree was awarded from the University of Alabama and he was awarded a AA Certificate from Auburn University.

Mr. Smith has served education in Alabama in many positions, first as a classroom teacher then as an elementary and high school principal. He was a city superintendent of education before he became assistant coordinator of the state Child Nutrition Programs. For the past four years, he has been coordinator of that program.

Mr. William F. Dodson is the associate superintendent for administration of the Jefferson County Board of Education. He was graduated from Ramsey High School in Birmingham in 1940 and received his Bachelor's, Master's and Doctor of Education degrees in the area of secondary education from the University of Alabama. He has been a science teacher, counselor and high school principal. In 1963, he joined the staff of the Jefferson County Board of Education as assistant superintendent in charge of local administration. In 1968, he was appointed First Assistant Superintendent, and became Associate Superintendent in 1972.

Ms. Lula Jacquelyn Childress is supervisor of the Child Nutrition Programs in the Birmingham public schools.

She received a bachelor's degree in home economics from Spellman College in Atlanta. She has also studied at Miles College in Birmingham and at Alabama A. & M. College at Huntsville. She did graduate work at Roosevelt University in Chicago, Ill.

Ms. Childress was a teacher in the public school system at Prattville, Ala., from 1953 to 1965 when she became a teacher in the Manpower Program at Miles College.

In 1966 she joined the Birmingham Board of Education staff in the food service department.

STATEMENT OF T. G. SMITH, COORDINATOR, CHILD NUTRITION PROGRAMS, ALABAMA STATE DEPARTMENT OF EDUCATION

Mr. SMITH. Mr. Chairman, my name is T. G. Smith. I am coordinator of child nutrition programs which are administered by the State Department of Education for the State of Alabama. May I say that it is an honor for me to have the opportunity to testify before this committee on behalf of the boys and girls of Alabama and the Nation.

Congressman Perkins, in your opening statement for these meetings on June 17, 1976, you indicated four areas of concern for these oversight hearings. These concerns are our concerns.

Alabama was one of the few States to strongly encourage schools to offer reduced price meals prior to the passage of Public Law 94–105. Even though we strongly encouraged reduced price meals for the past 3 years, only $3\frac{3}{10}$ of a percent of the lunches served last year in Alabama were reduced price. In the school breakfast program, only 2 percent were reduced price.

The Secretary's income poverty guideline is very specific as to who is eligible for a reduced price meal. However, our experience has been that parents who have an income that would make their children eligible for a reduced price meal would rather pay the full charge for the meal or let them take a lunch from home. We have had complaints that parents falsify their income to make their children eligible for a free meal. We have not received a complaint that a parent falsified their income to make their children eligible for a reduced price meal. Hopefully, the statement on applications this year for the first time for free meals, free milk, and reduced price meals which informs parents or the adult member of the family who signs the application will be a deterrant for people who would falsify their income. The statement is:

> I hereby certify that all of the above information is true and correct to the best of my knowledge and belief. I also realize this application is being made in connection with the receipt of Federal funds, that school officials may for cause verify the information on the application, and that deliberate misrepresentation of the information may subject the applicant to prosecution under applicable State and Federal criminal statutes.

I understand there is a concerted effort in several States to bring about major legislative changes in the summer special food service programs. This is one area in which we have made significant progress.

This program, like most of the child nutrition programs is growing at a very rapid rate.

For instance, we had a 71-percent increase in number of sponsors operating this summer over the previous summer, 31 to 53. The number of sites increased 50 percent—246 to 369. And last but certainly not least, there was an increase of 49.8 percent in the average number of children served daily from 39,104 to 58,591.

Our success in the summer foods programs this year was based on two factors, primarily:

First, we had an increase in the number of schools that served as sponsors. Approximately 28 percent of the children participating were in programs served through school food service facilities.

Second, the 2-percent funding authority for State administrative expense made it possible for our office to employ additional personnel to monitor these programs. Had it not been for this 2-percent funding authority, our office could not have administered these programs without serious problems.

There are two recommendations that would improve summer food service programs and make them more manageable.

The first would be to approve reimbursement for only one meal per day Monday through Friday. Saturday participation was poor for those few sponsors who insisted on a Saturday program.

The second recommendation would be to limit the serving time to 2 clock hours. It was our experience that extended feeding time promotes poor management. It is virtually impossible to monitor programs with excessive feeding times.

Mr. Chairman, the greatest single need in administering child nutrition programs in Alabama is additional State administrative expense funds. I know of no Federal program that receives a smaller percent of their funds for program administration than child nutrition programs.

For instance, in Alabama last year, our office received $51.9 million in Federal funds with an additional $11.9 million in the value of USDA donated foods for a total of $63.8 million from Federal sources. Our initial allocation of State administrative expense funds was $171,967. This was only one-third of 1 percent of the $51.9 million. When you add the value of donated foods, the percent for State administrative expense funds drops to less than .27 hundredths (.26954) of 1 percent.

Mr. MOTTL. If I may interrupt, Chairman Perkins wanted me to allow Mr. Buchanan to chair the subcommittee this morning, in honor of all of his contributions to education, particularly to the school lunch program. He is going to take over the chairmanship.

If you will excuse me, Mr. Buchanan will take over the chair. You may proceed.

Mr. LEHMAN. I will also yield to Mr. Buchanan for the chairmanship, not only because he is a great Congressman, but because he is from Alabama.

Mr. BUCHANAN (presiding). I thank my colleagues for yielding.

Please proceed.

Mr. SMITH. On June 17, 1976, we were officially notified that an additional $139,595 in SAE was being made available under the fiscal year 1976 Supplemental Appropriation Act. At this late date it was virtually impossible to obligate these funds. However, even if these additional funds had been made available at the beginning of the year and had we had sufficient time to utilize them properly, we still would have had less than one-half of 1 percent (0.048834) to administer a $63.8 million child nutrition program.

Mr. Chairman, it is our understanding that other federally funded programs are authorized to use up to 5 percent for program administration. For instance, ESEA title I is authorized to use 1 percent of the funds allocated to LEA's for programs administration.

Last year, fiscal year 1976, Alabama received $463,923 to administer title I programs which had a total grant of $46,856,194. ESEA title IV authorizes the use of 5 percent of the funds allocated to a State for program administration.

In the State department of education in Alabama, these two programs—ESEA and child nutrition—receive rather large sums of Federal funds—$48.6 million and $63.8 million, respectively. One program, ESEA, which is administered by the Department of Health, Education, and Welfare, Office of Education, received $777,053, or 1.7 percent of their total grant for program administration. Child nutrition programs, on the other hand, are administered by the Department of Agriculture and received, initially, $171,967, or 0.27 hundredth (0.26954) of 1 percent for program administration.

If you take into consideration the June 17, 1975, allocation of the additional $139,595 which was made available under the fiscal year 1976 Supplemental Appropriation Act, this would make a total of $311,562, or just under one-half of 1 percent for administration of child nutrition programs.

If child nutrition programs in Alabama were eligible to receive the same level of funding for administration as ESEA programs—an average of 1.7 percent, or $48.6 million, plus $777,053—this would provide more than $1 million to administer these very complex and rapidly changing programs.

Mr. Chairman, I doubt very seriously that ESEA programs are that much more difficult to administer than child nutrition programs.

The Congress asked for a State staffing study in Public Law 94–105, enacted October 7, 1975, which report will soon be reported in its final form to the Congress. Current estimates are that it will cost approximately $40 million total State and Federal effort to administer child nutrition programs. This expenditure would include auditing requirements under Federal Management Circular 74–7.

Preliminary calculations for State administrative funds for fiscal year 1977 appear to be more nearly adequate than in previous years. However, these funds have been plagued by Presidential requests for rescissions, with late appropriations, much too late for State agencies to use. In past years, the turnback of funds unused at the end of the fiscal year gave the appearance that appropriations were in excess of needs.

It has been my experience that State departments of education are not willing to employ personnel and make other long-range financial commitments unless there is a definite assurance that the level of funding is ongoing and will be adequate to cover expense.

Mr. Chairman, States are required to develop a State plan of child nutrition operations each year. This, as you know, is a detailed action plan for administering the various programs within the State. Unfortunately, this has been an effort in futility.

State staffs spend a tremendous amount of time each year in writing these detailed action plans, but are unable to implement them because of inadeqaute staff. We firmly believe in planning, without planning very little is accomplished. Yet, with inadequate SAE funds and with inadequate staff, the very best planning possible will not bring about desired results.

This subcommittee can set the legislative machinery in motion to bring about desired change in this area. For long-range improvement in the administration of CNP's, we must have the legislation that will provide for proper and efficient administration.

On March 28, 1974, I testified before the Senate Agricultural Subcommittee on Agricultural Research and General Legislation concerning the possibility of phasing the food distribution program out of existence. During that hearing, Senator James B. Allen of Alabama asked me if I would favor the management of the nutrition programs staying in the Department of Agriculture or being transferred to the Department of Health, Education, and Welfare.

At that time I felt confident that child nutrition programs would benefit by remaining in the Department of Agriculture. However, since that time there has been an apparent change in attitude within the Department of Agriculture.

More specifically, in writing regulations to implement legislation passed by Congress, it is felt that Department of Agriculture staff members oftentimes superimpose their thinking over that which we believe to be the intent of Congress at the time the legislation was passed.

More to the point, the Conference Report 94–474, 94th Congress, 1st session, September 15, 1975, page 24, section 7 was very specific in stating that it was the intention of Congress that no State shall lose Federal funds because of the amount of funds appropriated by State governments for school meals. The conference report further stated that States shall have flexibility in the use of section 4 funds and State funds as a means of reaching the paying child.

Proposed regulations for the National School Lunch Program as printed in the Federal Register, volume 41, No. 143, Friday, July 23, 1976, completely ignored Conference Report 94–474. For instance, part 210.11 Reimbursement Payments (B) is in direct conflict with Conference Report 94–474. If 210.11(b) of these proposed regulations become final, State and local revenue will be diverted from child nutrition immediately.

A second area of the proposed regulations 210.11(c) which appears to be in direct conflict with congressional intent is also an ambiguous statement. In one sentence, it says that States shall have maximum flexibility in the assignments of rates.

In the next sentence, it states that States shall assign the same rates of reimbursement from General Cash for Food Assistance.

A third important area which also refers back to my comments on State administrative expense funds is part 210.11(d) of the proposed regulations which deals with the Financial Management System.

This system, if fully implemented, would monitor the assignment and adjustment of rates of reimbursement much more effectively than is presently being done. However, this would require additional personnel.

Administration of child nutrition programs is becoming more complex and more demanding each year. The cost based accounting requirement is a good illustration. There is no doubt in my mind that this will improve child nutrition programs. However, we must realize that this accounting system is much more complex than the system we have been using for the past 30 years. It will require personnel with a more thorough knowledge of the accounting procedures to be effective.

It will also require a reorganization and restructuring of child nutrition programs for many school districts. It is not possible for State offices to employ a staff large enough to administer these programs at the State level. It is true that the State staff should be adequate to provide overall administrative supervision. The greatest need, of course, is at the district and local school level.

Until such time that LEA's are required to provide competent CNP supervisory assistance to local schools, we will continue to be plagued with the same problems we have been dealing with for 30 years.

Mr. Chairman, during the past 30 years, child nutrition programs have made tremendous progress. Much of that progress is a direct result of your efforts. And for these efforts, we are eternally grateful.

Unfortunately, there is an effort underway that would negate your efforts and the efforts of millions of people—if this effort becomes a reality. This effort is the administration's attempt at massive consolidation of 15 separate child nutrition programs into a block grant. If the administration is successful in this effort, it will kill child nutrition programs as we know them and make them completely and totally welfare programs. This, in my opinion, would be the biggest and most expensive mistake Congress could make.

Last year, in Alabama, 77 percent of public school children who were in ADA participated in a national school lunch program; 44.3 percent paid the established price for their lunch, 52.4 percent received a free lunch, and 3.3 percent received a reduced price lunch.

The block grant funding, if my information is correct, would not consolidate child nutrition programs. It would eliminate all of them with the exception of reimbursement for poverty level children.

This block grant proposal would disenfranchise most of the 44.3 percent of Alabama's children who are presently paying for their lunch. Remember, these are the parents who are paying the taxes that make possible the free meals for others, and at the same time trying to make an income that will provide for their family.

It is estimated that the price of a school lunch would be immediately increased by 30 cents, putting the price at approximately $1 in Alabama. This, of course, would set off a vicious cycle. Meal prices would jump and participation would drop immediately.

The next step in the vicious cycle would be that the per meal operation cost would increase, prices would increase again, and soon only poverty level children would be participating in the program.

Mr. Chairman, should block grant funding for child nutrition programs become law, it would result in the virtual destruction and disassembly of these programs in this great Nation. This would be an unfortunate end to one of the most important and far-reaching Federal programs in the history of mankind.

That concludes my testimony. I will be glad to answer any questions.

Mr. BUCHANAN. Thank you, Mr. Smith, for your most valuable testimony.

I think that what we will do is hear each of the witnesses, and then members or counsel may wish to question you as a panel.

Please proceed as you see fit. If you wish to summarize, the full statement will appear in the record; if you wish to proceed with the full statment, you may do so.

Mr. LEHMAN. Mr. Chairman, I was looking at the clock. We do have a vote on the override at 10 o'clock. If they could give a summary so we could get into questions and answers.

We do have a problem. You do want us to override the HEW appropriation.

Mr. BUCHANAN. I am sure they do want us to override it.

Mr. Dodson?

[The prepared statement of William Dodson follows:]

PREPARED STATEMENT OF WILLIAM F. DODSON, ASSOCIATE SUPERINTENDENT, JEFFERSON COUNTY SCHOOLS, BIRMINGHAM, ALA.

Congressman Perkins, in your opening statement you said that there were four major concerns. These were:

First: How have the Department of Agriculture and the States implemented the changes mandated by our amendments last year? In particular, how has the reduced price provision been implemented? Prior to the school year 1975–76, all schools in the Jefferson County School System were required to participate in the free lunch program, but were only encouraged to participate in the reduced price lunch. Many did participate. Reduced price lunch participation was made mandatory for the 1975–76 school year. Eligibility forms for free and reduced price lunches, along with an instruction sheet and an income scale, were given to each child on the opening day of school. The number of reduced price lunches approved and served almost doubled for the school year. There is an approved application, signed by parent and principal, on file in each school for each child receiving a free or reduced price lunch. These applications are checked on each periodic visit by Child Nutrition Program supervisors.

Second: To what extent is plate waste a problem in the programs?

Plate waste seems to be a moderate problem, particularly at the primary levels. A serving which is sufficient for a sixth grade child is too large for a first grader, and it should be permissible to adjust these portions. The offered versus served provision for grades 10–12 should reduce the plate waste at this level.

Types of foods which are not eaten are noted by school food managers and supervisory personnel for purposes of menu planning. Such foods are not offered, or are offered, on a limited basis in future menus.

No pre-packaged mass-produced meals are used in this system. Board policy prohibits the sale of non-nutritious foods during the school day, such as popcorn, fritos, and cookies.

Commodities provided have been of excellent quality. We think they are better than what we could purchase for the same money. There are times when storage becomes a problem if several large shipments of the same commodity are received within a few days.

Third: Have the prices charged the children increased in the program throughout the country and has this resulted in a decline in the number of paying students?

Prices charged to children were increased for the school year 1975–76 from fifty to sixty cents for elementary students and from fifty-five to sixty-five cents for high school students. There was a decline of approximately 2% in the number of paying children eating.

The per cent of free lunches has remained relatively constant with 34% in the school year 1973–74 and again in 1975–76. However, reduced price lunches did increase approximately 400, which could account for about one-half of 2% loss in paid lunches.

Lastly: What would the administration's massive consolidation of 15 separate programs into a block grant have on the program locally?

The Jefferson County School System operated 82 school food service facilities and fed approximately 32,000 students daily in school year 1975–76. Of these students, approximately 11,000 received free or reduced price lunches.

In our examination of the proposed block grant legislation, we find nothing which we thing would improve the school food service program. The free lunch child would not be directly effected. On the other hand, the child presently receiving a reduced price lunch would find the price prohibitive for an unsupported lunch purchase. It is felt that the paying children, who do constitute a large majority of the children eating, would find the purchase of a lunch at a greatly increased price undesirable. A drastic downward trend in average daily lunches served could eventually destroy the quality program for the poor child who desperately needs good nutritional support.

Nutrition education and food-service have become an integral part of the curriculum in this system. A nutrition education curriculum guide developed jointly by school food service personnel, teachers, and students is being used at the elementary level. Maximum participation in the school lunch program is very necessary to make a good nutrition education program relevant. The Jefferson County School System is opposed to Child Nutrition Reform Act of 1976.

Specific reasons:

1. Price of paid lunch would increase from 65¢ to approximately 89¢ for 10–12 students.
2. It could lead to one lunch for free students using commodities and one for paying students with all purchased foods.
3. Children receiving reduced price lunches who are unable to pay the present full price would probably not eat if charged the increased price.
4. The present breakfast program, which has been steadily growing, would become non-existent.
5. School lunch will become a feeding program for the poor rather than a child nutrition program with a nutrition education component.
6. There is no reason for a local system to continue to provide extensive facilities and finances for a program serving less than one-fifth the students.

STATEMENT OF DR. WILLIAM DODSON, ASSISTANT SUPERINTENDENT FOR ADMINISTRATION, JEFFERSON COUNTY BOARD OF EDUCATION, BIRMINGHAM, ALA.

Dr. DODSON. Mr. Chairman, I am William F. Dodson, associate superintendent, Jefferson County schools, Birmingham, Ala.

It is an honor to have been invited here today to testify before this committee. I will speak to Congressman Perkins' opening statement relative to four major concerns.

First, how have we implemented the amendments of last year, and only the ones relevant to our system will I speak to. That will be the mandated reduced-price lunch.

Prior to the school year 1975–76, all schools in the Jefferson County school system were required to participate in the free lunch program, but were only encouraged to participate in the reduced-price lunch. Many did participate.

Reduced-price lunch participation was made mandatory for the 1975–76 school year. Eligibility forms for free and reduced-price lunches, along with an instruction sheet and an income scale, were given to each child on the opening day of school.

The number of reduced-price lunches approved and served almost doubled for the school year. There is an approved application signed by parent and principal, on file in each school for each child receiving a free or reduced-price lunch. These applications are checked on each periodic visit by child nutrition program supervisors.

Second, to what extent is plate waste a problem in the program?

Plate waste seems to be a moderate problem, particularly at the primary levels. We would think that a serving for a sixth-grade student would be quite large for the serving of a first-grade student, but we are not permitted to make the adjustments in those proportions. We think it would be advisable to allow us to make some of them in this area.

We also think that the new provision offered may answer the question of plate waste. No data is available at this time.

We do consistently watch the types of food that are wasted. These are noted in future menu planning. We do not offer those, or they are offered on a limited basis.

The Jefferson County school system offers no free packaged mass-produced meals.

The board also has a policy which prohibits the sale of nonnutritious foods such as popcorn, fritos, and cookies.

The question of what quality the commodities are, we think they are of excellent quality. We think they are better than what we could purchase for the same money, if we tried to do so.

We do find some problems, like this month several carloads of commodities arrived spaced very close together, but we would not complain.

Prices did increase to our students. In the beginning of the last school year, they increased from 50 to 60 cents for the elementary schools and 55 to 65 cents for the high school students.

At the time of this increase, there was a reduction in the number of paying students of about 2 percent over the previous year.

The percent of free lunches remained about the same over a 3-year period, about 34 percent, but the increase, as was pointed out, in the reduced-price lunch was about 400 a day, which offset about a half of that 2 percent loss.

The last question, what would the administration's massive consolidation of 15 separate programs into a block grant have on the program locally?

The Jefferson County school system has operated 82 school food service facilities and fed approximately 32,000 students daily. Of these, approximately 11,000 are reduced-price or free lunches.

We have examined the proposed legislation and we find that there is nothing in there that would improve the school food service facilities. The free lunch child, although not directly affected, on the other hand, the child presently receiving a reduced-price lunch would find the price almost prohibitive and the unsupported purchase of a lunch by a paying child would be undesirable

With respect to the poor child, a drastic downward trend could eventually destroy the quality program.

Through the years, we have made a concerted effort to make nutrition, education, and food service an integral part of our curriculum. We develop curriculum guides for teachers that are being used in the elementary schools at the present time, and for curriculum to be relevant, we need a large participation by the school service program.

The Jefferson County School System is opposed to the Child Nutrition Reform Act of 1976 for a number of specific reasons.

The price of paid lunch would increase from 65 cents to approximately 89 cents for the 10–12 students.

It could lead to one lunch for free students using commodities and one for paying students with all purchased foods. This offers prospects of a competitive arrangement.

Children receiving reduced price lunches who are unable to pay the present full price would probably not eat if charged the increased price.

The present breakfast program, which has been steadily growing throughout the years would become nonexistent, under the block grant proposal.

The school lunch would become a feeding program for the poor rather than a child nutrition program, with a nutrition education component.

There is no reason for a local school system like ours to continue to provide extensive facilities and financial aid to a program serving less than one-fifth of the students, which might be a possibility of this act.

Again, it has been a privilege to have been invited here by you to offer this testimony. I will be glad to answer any questions.

Mr. BUCHANAN. Thank you.

As indicated, without objection, your full statement will be included in the record, your written statement.

Mrs. Childress?

STATEMENT OF MRS. LULA CHILDRESS, SUPERVISOR, CITY SCHOOL FOOD SERVICE, BIRMINGHAM BOARD OF EDUCATION

Mrs. CHILDRESS. To the Honorable Carl D. Perkins, fellow Congressman Buchanan, fellow members of the Subcommittee on Education and Labor of the United States House of Representatives, it is a pleasure for me to have the opportunity to address you today.

I am Lula J. Childress, supervisor of child nutrition programs of the Birmingham city schools, Birmingham, Ala. Our program reflects the coordinated effort of the U.S. Department of Agriculture, the State department of education, Birmingham City Board of Education, and the entire community.

The average daily attendance in Birmingham city schools for the 1975–76 school year was 38,764. There are 92 schools in our system. Nutrious type A lunches are prepared onsite in 93 cafeterias.

Last year, the following number of lunches were served daily: Paid, 12,855; reduced, 1,195; and free, 24,714.

The price of meals to students were: Paid, elementary, 55 cents; high schools, 60 cents; reduced, elementary, 20 cents; high schools, 20 cents.

The school breakfast program has been a great service to 41 participating schools.

Standards and quality are two important ingredients in Birmingham city schools food service programs. Involvement on all levels is the key to the success of our program.

The growth of the child nutrition program has brought about many changes in our system. As with all changes, there have been challenges which we feel have been met successfully by dedicated people who work at all levels.

In Birmingham we watched our operation grow from an a la carte food service in 1966 to a sophisticated program that offers nutritious type A meals to Head Start students and to grades K through 12.

School food service professionals worked untiringly to transform these à la carte food programs to the sound nutritional program that is an integral part of our education system. We thank you for the part that you have played in this effort.

How have the Department of Agriculture and the State implemented the changes mandated by last year's amendments?

Public Law 94–105, enacted in October 1975, made several changes in the operation of Birmingham child nutrition programs. These provisions made the service of reduced price meals mandatory. Reduced price meals were extended to additional children.

Methods were developed to collect money for meals served which protected the reduced price meal recipients as well as the free meal recipients.

Reduced price meals were made available to families whose annual income falls between the applicable family-size income level of the State's standards for free meals and 95 percent above the applicable family size income level of the Secretary's income poverty guideline.

Eligibility was established for free or reduced priced meals and free milk to children of unemployed parents or guardians whose total family income fell within the eligibility criteria. It was made known to all families that they could reapply if income or family size changed during the year.

A public release was issued to local employment offices, all major employers contemplating layoffs and to the news media.

Emphasis was made to assure the following guidelines were adhered to: Proper hearing procedures; up-to-date roster of eligible approved applications; giving all students the type of meals for which they qualify; furnishing instructions to request monetary value of hardship cases; providing instructions to request monetary value of hardship cases; providing guidance to derive adjusted income; following up applications citing unemployment; retaining applications for 3 years; and assuring proper implementation of the free/reduced price policy. A copy of the statement of policy on free or reduced price meals is on file in the central office and in all schools.

We feel that these changes were implemented as mandated last year.

How have the changes in the summer and child feeding program been implemented?

When schools are closed for the summer months, the summer food nutrition program is of great importance to children from low-income families. These are the children that the program reaches out to help.

Under the stipulations of the new legislation, the summer program made meals available to low-income boys and girls participating in summer recreational programs. Approximately 7,500 meals were served daily. The food program was administered by Birmingham Physical Education Department with local vendors providing the lunches.

To what extent is plate waste a problem in the program?

We feel that the plate waste is moderate in our system. Innovative ideas to eliminate plate waste and meet the needs of all students are being tried by many schools in the system. The result, managers are discovering that they can have better participation, less food waste and greater student interest in their school food service program through student involvement.

Asking students what kind of foods they like to eat and what improvement they can suggest have proved to be very profitable for grades 7 through 12.

Student questionnaires are used to open the channels of communication. Food service managers help to implement nutrition education with he help of teachers and principals.

Nutrition education is the key to eliminating plate waste. We serve a variety of good nutritious foods, but most of all we believe in giving the students what they want without jeopardizing the nutritional importance of a well-balanced meal. Prepackaged meals are not offered in our system.

Have the commodities which are being provided measured up in quality to the nutritional standards set up by the Department?

Food purchased by the United States Department of Agriculture for school lunches are of top quality. Federal "yardsticks," namely—Federal grades and standards are used to insure that high quality products suited for school lunches are obtained. We could not purchase these quality products on open markets.

Has the price charged to students increased in the program throughout the country and has this resulted in a decline of paying students?

There has not been a noticeable decline in paying students in our system. We realize that low cost, nutritious type A lunches which look and taste good do not just happen. Such lunches must be well planned. Maximum nutrition at a minimum cost is our goal.

We try to keep the lunch price low in order to serve the paying students. Rising costs present a challenge in meeting this goal for we realize to raise lunch prices would lead to financial trouble if participation drops. The maximum cost of lunches to students in 1974–75 and 1975–76 school years was 60 cents.

Lastly, what effects would the administration's massive consolidation of 15 separate programs into a block grant have on the program locally?

President Ford's 1977 budget proposals as it relates to the child nutrition program will be a threat to our local school programs. It would eliminate performance funding for these schools. The program would mostly benefit the needy students. We feel that paying students need consideration in the child nutrition program.

Years to transforming nutrition legislation into a child nutrition program that has become an integral part of the education system for both needy and paying students would be at a loss. The need for the child nutrition program arose through recognition of the fact that many children were receiving little benefits from the education offered because they were not properly nourished.

The responsibility to provide for the nutritional requirements of all children regardless of economics is a serious one. We ask you who are present here today to consider the benefits of the child nutrition program to all children and renew your commitments to the Nation's children who will be tomorrow's adults.

Mr. BUCHANAN. Thank you.

We appreciate the testimony of each of the witnesses. I am very proud of what Birmingham, Jefferson County, and the State of Alabama have been doing to meet the nutritional needs of the children of our States.

I wonder if my colleague has any questions?

Mr. LEHMAN. Thank you, Mr. Chairman. I just have one question.

In relation to an oversight visit that this committee made to the summer feeding program, and child nutrition program in Dade county, we found out that the summer program was working very well when it was in conjunction with, and tied to, specific recreational, educational, cultural, and physical education activities.

But we also saw abuses in this program. The kids would come and grab an apple and run back out again, back out on the streets. I do not think that this was basically the intent of the program.

How do you control your summer feeding programs to prevent the abuses of people running in, getting their milk and their snack and be back on the streets, into mischief and trouble, unsupervised activities?

Dr. DODSON. Mr. Lehman, we have participated in the out of school, I guess you would call it, summer feeding program this past summer. We have had a title I that was available for those children.

I think that we agree with you that there has to be some related activity accompanying it. We have had our children participate with some of the agencies who do prepare lunches in the community.

Mr. LEHMAN. We found out that the school-supervised programs were quite successful, but some of the park programs, so-called park recreational programs, were very ineffective. Mobile units would run out there with hot lunches, and cold lunches. The kids would get in line for their lunches although they were not in the park 10 minutes beforehand. Then, they would not be in the park 10 minutes after for any kind of supervision.

I do not know if I am making myself clear.

Dr. DODSON. Mr. Lehman, we certainly agree with you that schools do a much better job in administering the summer food service program, and we in Alabama highly encourage schools to become involved in this activity.

As I indicated in my testimony, we had a significant increase in the number of children participating in the school's own school campuses. Those were the easiest programs we had to administer.

One other problem that I made reference to was the limited time factor for serving. We found that in those programs that you made reference to, summer parks and things of that nature where they have an extended feeding time—let us say more than a 2-hour feeding time—children do come in, pick up food, and leave.

We would highly recommend that legislation be passed that would restrict the serving time to not more than 2 hours per day.

Mr. LEHMAN. Mrs. Childress?

Mrs. CHILDRESS. The summer feeding program in Birmingham city schools is administered by the physical education department, however, I have visited several schools on site. I believe it is well supervised.

Mr. LEHMAN. The physical education of schools, or the physical education program of Birmingham?

Mrs. CHILDRESS. Birmingham city schools. I have visited several of the sites. It is well supervised, and I have watched them as they engaged in their physical educational activities, and I feel that it is a worthwhile program. It has made a great contribution to the needy students in the summer months.

Mr. LEHMAN. Thank you very much.

I have another commitment, Mr. Chairman. It is a pleasure to see several of my fellow Alabamians. Your testimony will be very helpful as we go down the line on this legislation to make the school lunch and child nutrition program even more effective.

I just noticed in this morning's paper the standup for breakfast in the District of Columbia. It is such a worthwhile program. I would like to see that become more effective.

Thank you, Mr. Chairman.

We are very proud of my colleague from Alabama. I share the feeling that the summer feeding program is effective when there is participation of, and control by, the local city government or school system who maintains the responsibility.

We heard very distressing testimony from the State of New York, concerning scandalous abuses of this program there.

Would you say, Mrs. Childress in Birmingham that we have been able to handle such problems as waste? Have there been any problems with vendors?

Do you see any sign of abuse of this program that results in the large-scale waste of food or profiteering?

Mrs. CHILDRESS. I have not seen any signs of waste of food. I really think that the students who participate truly enjoy the meals, the well planned meals.

Mr. BUCHANAN. Mr. Smith, you indicated that 77 percent of the public schoolchildren on an average day of attendance in Birmingham participate in the school lunch program, a high percent.

Mr. SMITH. That is correct. It is a very high percent. We are pleased with it; we are not satisfied.

Mr. BUCHANAN. It appears to me that each of you made this point. You indicated that more than half of our young people did receive a free lunch.

Mr. SMITH. That is correct.

Mr. BUCHANAN. In the State of Alabama.

Mr. SMITH. That is correct.

Mr. BUCHANAN. 44.3 percent paid the established price. Many witnesses were of the opinion that the school lunch program is valuable to all children. We cannot assume that because a child comes from a family that has enough income to afford to buy the lunch that this means that that child does not need to participate in the school lunch program.

Mr. SMITH. You are absolutely correct. We feel that child nutrition programs in Alabama have served the children extremely well and, as Mrs. Childress and Dr. Dodson indicated in their testimony, we tried to incorporate a nutrition education component in the program to keep it from being just a filling station.

We were fortunate in Alabama to receive a Federal grant some 3½ years ago for a nutrition education project. In this project, we have developed a nutrition education curriculum guide for grades kindergarten through the sixth grade, and we are, at this point, sending out our curriculum guide and information for every elementary teacher in the State of Alabama.

Hopefully, this will make a significant difference in nutritional education in Alabama in the coming year.

Mr. BUCHANAN. Dr. Dodson?

Dr. DODSON. Jefferson County was one of the participants in the project I referred to. Just 2 years ago, three school systems received a grant from the Department of Education on health and nutrition.

We used that curriculum guide there, the health component and in-service work of teachers.

One of the alarming things we found out, that out of all of the students in the three school systems that were screened in this program for health and nutrition needs, about 45 to 50 percent had dental problems, and from 35 to 40 percent had nutrition problems, with this being the major problem in this area.

Other medical and health problems were almost insignificant compared to these two.

Activities in the school, health activities and nutrition activities, were related to these particular needs, and the school food service program in those schools made plans to meet the needs of the students where we found a shortage.

Mr. BUCHANAN. Very good.

Mrs. CHILDRESS. No.

Mr. BUCHANAN. Mr. Smith made reference to the Department of Agriculture, who should handle this program. One of the concerns of the committee has been that this whole program started as a means to market agricultural products where there was surplus. That is no longer the basic situation.

The Department of Agriculture is oriented basically as the farmer's department and the department dealing with agricultural production and concerns.

While there are very fine people in this area of agriculture, we have wondered whether this function should be transferred to some other agency of government. If so, what department or agency.

Do you have any further comment on that?

Mr. SMITH. Congressman Buchanan, we have had a very good working relationship with our regional office in Atlanta. At this point, I am really not willing to make the statement that child and nutrition programs should be taken from the Department of Agriculture and placed with some other agency. Yet, I think that the Department of Agriculture needs to be more aware of the detailed operational procedures that educational facilities have.

Sometimes I think that there is a wide variance in their interpretation of the administration of the school system as it relates to child and nutrition or any other programs than those of us who have been in education for a number of years.

Mr. BUCHANAN. You mentioned that it is a problem. You dealt with it in a general and comprehensive way, misinterpretation of the intent of Congress.

Mr. SMITH. You are very correct. We received copies of legislation, copies of testimony, and if it is a clearly defined law, we feel regulations should be written to take that into consideration.

Mr. BUCHANAN. I certainly think that this is one of the problems.

Mr. SMITH. A very definite problem.

Mr. BUCHANAN. In this program, and in its administration.

As to the commitment, you indicated some of the problems of the administration. I think one of the problems of the Department of Agriculture is that there has been a resistance to the concept of making this nutrition program, a nutrition program that seeks to meet the total need nutritionally of our society.

You have great resistance to the size and the scope of the program which the Congress is seeking to implement in this area. I wonder if you have any further comment of how comprehensive you think we ought to be in seeking to meet nutritional needs and as to the importance of the legislation.

Mr. SMITH. Congressman Buchanan, we have, as I indicated earlier, made tremendous progress in child nutrition. The thing that concerns me primarily at the State level is the limited funds that we have available to employ State staff in order to administer these programs.

I had a meeting with Mr. Billy Mellown, a Federal programs coordinator. He brought his people into the meeting.

As I indicated earlier, there is a $48 million budget compared to our $63 million budget. Mr. Mellown's staff is three or four times the size of my staff.

The departments of education are very reluctant to permit me, or any other program administrator, to employ personnel unless there is ongoing funding that we know will be available year in and year out.

We feel that with a cost-based accounting that we have just gone into, a totally different concept to the accounting procedures that we have used for 30 years, the staff that I have, the limited staff that I have, has worked diligently in trying to make these local boards of education aware of the reporting responsibilities.

We feel that some systematic approach should be, I think legislatively, written that would give us a percentage of the funds that we handle to be used for administration. I think that it must be built into the law, and since we are on performance funding—incidentally, performance funding is one of the greatest changes that have been brought about in child nutrition programs in the last 30 years.

Until such time as we know well in advance how much money we are going to have, how much money we have available for personnel, then we will continue to be plagued with these same problems that we have had for the past 30 years.

Mr. BUCHANAN. I wonder if counsel has any questions?

Mr. JENNINGS. Thank you, Mr. Chairman.

On behalf of the chairman, I would like to apologize for his having to leave.

Congress is 2 days away from adjourning; tomorrow is the adjourning day. When that happens, the pressure is just enormous on the Members. They have to finish up the business of the session.

I want to assure you that all the hearing records are printed and, from having reviewed thousands and thousands of pages of testimony myself in preparation for preparing amendments to laws, I know that uniformly we find that the testimony of people from State and local levels, people who are operating programs on a daily basis, their testimony stands out clearly, as often the best advice.

When we review all the testimony, I want you to be assured that what you are saying is going to have an effect on the legislation. It will not be reflected, of course, until next year when the new Congress comes into session, but your testimony will have an effect.

If Mr. Buchanan will allow me, I would like to ask you several questions in light of earlier testimony that we received. This is about the 16th day of oversight hearings which the committee has held on the school lunch and other child feeding programs, and there has been certain constant refrains that have occurred in the testimony, and I would like your opinion on several of these.

One of them has to do with paperwork involved in the Federal programs. There is constant criticism that there is too much paperwork involved in the Federal programs. The laws and regulations that cause people to spend too much time to fill out papers and forms when it is not necessary.

We also had testimony in the State of Arizona from the State Department of Education there, that they were able to cut down by 60 percent on their paperwork involved in all Federal education programs and in the child nutrition programs and that this cutback of 60 percent of paperwork was done within the parameters of the present Federal laws and regulations.

What I would like to find out from Mr. Smith, if the State department in Alabama is planning to make any efforts to try to cut back on the paperwork involved in the child nutrition and feeding programs, whether the Department of Agriculture has approached you to work with you to try to do this?

Mr. SMITH. I see no evidence that we will cut back in the amount of paperwork. As a matter of fact, it continues to grow.

Really, I have a difficult time seeing how Arizona could cut back that percent, based on our interpretation of the program requirements.

Mr. JENNINGS. The committee received a number of complaints about the cost accounting system, the full cost accounting system, saying it will lead to even further paperwork.

As I understand it, this is a management tool that they are seeking to use for greater accountability for the funds in the child nutrition programs.

Is it your opinion—I noticed in the testimony you say you think it would lead to much better reporting—that you do not feel you have the staff to implement it adequately?

Do you think that that system is workable in Alabama?

Mr. SMITH. I surely hope so, because we are well into cost-based accounting at this time.

We entered cost-based accounting on a phasing approach. This is the third year we have been working in that direction. We are fully into cost-based accounting now, as of September 1.

The reports I am getting are favorable, favorable in that it is a good system. It will improve the quality of the program, and yet at the same time, it is requiring a great deal more time on the part of local administrators to do the reporting that is required.

It is going to require additional personnel and additional time; this I am quite sure of.

Mr. JENNINGS. Are you able to reimburse administrators for time spent in the child feeding programs?

Mr. SMITH. Only as it relates to cost of production.

Mr. BUCHANAN. I think that the local representatives ought to comment on this.

Dr. DODSON. I am aware of a lot of this paperwork. Usually I have to sign it when it comes across.

I do not see any cutting down on the paperwork and the reports we have to send in.

What we are working on is trying to reduce the number of people that have to submit bids for that information in the report to the State. We are doing this by trying to get it on the computer, so that can do a lot of the work for us.

Right now, we are working with the State department on submitting one report for the whole system, rather than 82 reports.

Mr. **Jennings**. One report on all programs operated through the State department, or one report on the feeding programs?

Dr. **Dodson**. One report on our feeding programs. We have been, through the years, submitting a report for each school. We are working now on combining them into one report.

That is the only way I see that we could cut down on the number of people, but not the number of reports.

Mrs. **Childress**. We have had several training sessions with managers this summer and workshops on the new cost-based accounting system. I believe that they have caught on to the concept.

I feel that many of them can do it, but I have heard comments of the tremendous amount of paperwork that is involved, but, as with anything new, I think you will hear comments.

We are working toward centralizing more reports so that there will be less work involved.

Mr. **Jennings**. I would like to ask a question on the summer feeding program.

One of the constant questions has been whether the State departments of education under the present regulations has had sufficient authority to regulate sponsors who are applying for the summer feeding program.

Do you feel, Mr. Smith, that you have sufficient authority to weed out bad applicants and approve good applicants?

Mr. **Smith**. I do not think we have sufficient authority to weed out. We have a good working relationship with our people. We try to work with schools first and then other agencies.

We imposed a couple of requirements this past year that have helped to improve the operational procedures for the summer programs. There is a Federal regulation that requires that any agency which receives $30,000 in Federal reimbursements should have an audit. We dropped that to a $10,000 level.

There is an agency here in Washington that monitors State's operations very carefully, and when we try to impose any restrictions other than those that have been specifically set forth by regulations, they scream to high heaven, if you would pardon the expression.

We do not feel that we can be overly restrictive in our demands on various program's operation.

Mr. **Jennings**. Have you had any sponsors that have come in from out of State? Have they all been in-State sponsors?

Mr. **Smith**. Would you repeat the question?

Mr. **Jennings**. Have you had any sponsors come from out of State?

Mr. **Smith**. No, all of ours have been within the State.

Mr. **Jennings**. What is the relationship of State departments and vendors in the summer program? Do you feel that you can regulate vendors?

Mr. **Smith**. Very good.

We have a bid law in Alabama that requires very specific and very detailed types of bids, and we use the same bidding procedure, and it has worked very effectively.

Mr. **Jennings**. That is good to hear.

Mrs. Childress, may I ask you about monitoring the program? Chairman Perkins has requested the General Accounting Office to do an audit—this was initiated last January in light of certain allegations made about the quality of some of the commodities being supplied to different schools.

Have you had any problems in Birmingham or Jefferson County with quality?

Mrs. CHILDRESS. No. I think it has been very good in quality. Sometimes I feel that there are some things we cannot really utilize.

For example, toward the end of the year we may have a lot of cranberry sauce. That makes it kind of difficult.

All in all, I think we have received very good products—top grade.

Mr. JENNINGS. What about Jefferson County?

Dr. DODSON. I think they have been excellent products. Again, we do have that same problem. I think we received some cranberry sauce after school was out last June that had to be stored.

In most of our schools, we do have ample storage space, but the quality of the product has been very good.

Mr. JENNINGS. I would like to ask one last question. That has to do with the quality of food that is provided in the program.

There are two sets of criticisms raised in the earlier hearings about meals. One was that there has been too much of a shift toward prefabricated foods and foods which are not traditionally considered nutritious foods, and second that there has been a shift toward supplying foods off the premises through vendors and criticism was raised that both trends seemed to lead to less nutritious meals and seemed to lead to more plate waste on the part of the children.

Have you had those experiences in Birmingham or Jefferson County?

Mrs. CHILDRESS. We have not had those experiences, because all of our foods are prepared onsite and we do not use prepackaged foods.

I think the children enjoy smelling the food and looking at colorful foods. We have tried to have nutritious meals prepared there, daily, onsite, for our students.

Dr. DODSON. We manufacture all of the lunches in our system too. We have had one experience last year. The county board was building a new lunchroom and the school had outgrown its old lunchroom and we prepared the lunches at a not-too-distance school and hauled them over in styrofoam boxes that you would get in a preplated lunch.

The participation for that school over that year dropped way off. We are back on a manufacture basis now.

Mr. JENNINGS. They preferred to brown bag it than get a prepackaged lunch?

Dr. DODSON. Yes.

Mr. JENNINGS. Thank you very much.

Mr. BUCHANAN. If you have another question——

Mr. JENNINGS. Mr. Buchanan is very gracious. The only other question I had was not something that I believe you can give me a definitive answer to, but something which is very important that has to do with this reduced price program.

Children will not go on the reduced price program. This is true throughout the country.

Statistics are starting to come in. Even though that is a mandatory program, it is not leading to a massive infusion of children.

Why do you think that is so, especially since local people have some feeling? Are the children embarrassed? The parents do not want to come close to saying they are poor?

What is it?

Mrs. CHILDRESS. I really cannot say. I have been looking for the answer, because I feel that we could get more reduced price lunches. I thought perhaps I would work with more groups, perhaps more PTA organizations, more parent organizations, and explain the total program to them, because in our system, no one would know a free participant from a reduced price participant.

I do not know if there is a certain stigma attached to the lunch program, or what the cause might be, but we would try to get more reduced price lunches in the future, if possible.

Mr. JENNINGS. Nobody would know because you have a system whereby everybody gets the same ticket?

Mrs. CHILDRESS. That is right, and the same type of meal.

Dr. DODSON. I do not know the answer to it either.

We were real surprised that we only picked up 450 lunches a day. We do not require a student to return the application form with a salary on it, if he wants to qualify. If they were required to be returned, we might find—I think we would find—a lot more children eligible.

Before we went to the free lunch program, I was a principal. Before we had that, we used to have a list of students who would come by and ask to work in the lunchroom for a free lunch. You still have students doing that, but you are not permitted to do that. They would like to work it out, if they could.

Mr. JENNINGS. Thank you very much.

Mr. BUCHANAN. Mr. Smith, did you have a comment?

Mr. SMITH. No, sir.

Mr. BUCHANAN. Thank you.

I want to thank the witnesses for your most valuable testimony. As counsel indicated, it will be very carefully considered. I think you have made a very valuable contribution.

As a sign of this committee's and Congress concern about this program, they have sought to expand and improve the child nutrition program in the schools, the summer feeding program, and also to reach out to women with child and the child of pre-school age.

We have reconfirmed what I think is common knowledge now, that nutrition lacks in pregnancy and early childhood can permanetly inhibit an individual's opportunity to become the most and the best of whatever it would be that person's potential to become.

This committee feels that this has implications, not only in tragedy of the life of an individual, but for such social problems as crime, unemployment, and other social ills of our country, so it becomes a matter of first priority action that we find a way to meet these nutrition needs from pregnancy forward through early childhood and then primarily looking to people like you through the years of childhood and youth.

I want to thank you for what you are doing. I am very proud of what you are doing in Alabama in Birmingham, in Jefferson County, and assure you that this committee—I think I can say Congress as a whole is very committed to the continuation of this program.

Thank you very much.

The committee stands adjourned.

[Whereupon, at 10:15 a.m., the committee stood adjourned.]

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